

Town of Cicero & Jackson Township, Indiana

Cicero, Indiana Cornfield by Nancy Hawkins



Comprehensive Plan

Adopted April 7, 2015 by Cicero Town Council,
Resolution #03-03-2015-01

Adopted March 30, 2015 by the Jackson Township
Advisory Board

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Public Hearing with unanimous plan approval recommended February 11,
2015 by the Cicero/Jackson Township Plan Commission

Plan Adopted March 30, 2015 by the Jackson Township Advisory Board

Plan Adopted April 7, 2015 by Cicero Town Council

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The Town and Township are sincerely grateful to all those who participated in the Comprehensive Planning process.

CICERO TOWN COUNCIL
RESOLUTION #: 03-03-2015-01

WHEREAS, the Town Council of Cicero, Indiana is aware that the comprehensive plan for the town has need of updating, and

WHEREAS, the Town Council of Cicero, Indiana has employed a consultant, made use of a steering committee and has offered several opportunities for input and has considered that input in developing a new comprehensive plan for Cicero and unincorporated Jackson Township in Hamilton County, Indiana, and

WHEREAS, the Town Council of Cicero, Indiana are hopeful that a new comprehensive plan will assist public and private entities in planning for future development and redevelopment of the incorporated Town of Cicero and in unincorporated Jackson Township, and

WHEREAS, the Plan Commission of Cicero, Indiana, after notice to the public, held a public hearing on a draft Comprehensive Plan for the Town of Cicero, Indiana, which had previously been made available for public review at the office of the Cicero/Jackson Township Plan Commission and at the public library in Cicero. After hearing public input, the Plan Commission voted 7 - 0 (with 2 absent) to recommend that the Town Council of Cicero, Indiana adopt the Comprehensive Plan.

WHEREAS, the finished product of the Plan Commission of Cicero, Indiana has been presented to the Town Council of Cicero, Indiana, in a document entitled "Comprehensive Plan for the Town of Cicero and Jackson Township, Indiana, March 3rd, 2015."

BE IT THEREFORE RESOLVED, by the Town Council of Cicero, Indiana, that the Council accepts and approves the "Comprehensive Plan for the Town of Cicero and Jackson Township, Indiana, April 7th 2015."


ADOPTED THIS 7th DAY OF APRIL, 2015, CICERO, INDIANA.

SIGNATURES OF THE CICERO TOWN COUNCIL



Sylvia Kay Hartley, President


Brett S. Foster - Vice-President


Chad B. Amos


Eric C. Hayden


Dennis D. Schrumph

Attested: 
Jan Unger, Clerk Treasurer

Executive Summary

Cicero and Jackson Township are a lucky community. Other small towns and rural areas in Indiana and elsewhere across the country are losing population and even dying. Because of location and the resource of Morse Reservoir, the community will survive. While Cicero/Jackson Township will not lose population, in the next generation that this plan covers, it will become a different population, with more single-person households and an aging and more diverse population. This is not the population that Hamilton Heights School Corporation needs to keep them viable in the future. It is also not the young population that the town and township needs to infuse the community with energy and help grow local culture that will continue to result in a bright future. The only way to get the Millennial Generation and the young families that the school desires is to aggressively market and give them what they want: a walkable, active community with many types of housing, and an entrepreneurial spirit. Regarding housing, in addition to new townhouses and low-density multi-family, accommodations will also need to be made for the aging population, including more senior housing and accessory apartments that enable people to stay in their homes longer with assistance. It is important to understand that affordable housing must be part of the housing growth.

The basic plan for development in the community is to require concentrated development with public water and sewer service and complete streets. This means infill development and redevelopment are the highest priority, and should be located within the town boundaries, meaning there will need to be some annexation by Cicero. Development within Jackson Township is discouraged in favor of agriculture, with the exception of conservation subdivisions or large mixed-use developments that are served by package plants. Other new non-residential development within the township is expected at US Highway 31 and in the new Agricultural Enterprise Zone on 276th and 281st Streets.

This plan includes both a future land use plan and a transportation (thoroughfare) plan. The future land use plan shows the general location for new development and identifies redevelopment and infill opportunities. The thoroughfare plan classifies public roads in the jurisdiction and identifies other transportation considerations. The future land use map and the thoroughfare map are key components of this comprehensive plan that are intended to work in harmony with each other.

The downtown remains the heart of the community, and efforts to preserve historic structures and improve the appearance must be stepped up. The most pressing community facility issue is the construction of a new town hall, but it is crucial it be located downtown. In addition more programming is crucial, not only for local businesses in the downtown, but also for regular activities that bring the public downtown, such as outdoor concerts and farmers markets. This includes construction of an outdoor amphitheater.

Recreation plays a big role in the community's future, including more town-controlled access to the waterfront and a redeveloped Red Bridge park with public access to the waterfront. To make the most of waterfront resources, the town must use legal means to resolve control issues. As part of the recreation focus, issues with Morse Reservoir's water quality and quantity must be solved, even if they are costly. This can be done through partnerships and more aggressive regulations and enforcement. In addition to the community park system and the reservoir, recreational opportunities include a complete bicycle and pedestrian network that results in a healthier, more active community. This network will tie into other community trail systems.

Cicero/Jackson Township has long been a bedroom community, and that is not expected to change drastically in the future. Realistically the community is best poised for economic development in the form of tourism, with expected overflow from neighboring Grand Park in Westfield and the County's Strawtown-Koteewi Park as it continues to develop, adding to the attraction of Morse Reservoir. In addition, the proposed US Bicycle Route 35, part of a national bicycle tourism network, is set to go

through the township along SR 19. What this means is that it is time to start adding lodging (in the form of Bed and Breakfasts to start with) and other tourism support.

Other economic development opportunities should be focused on small and home businesses, where the real growth in the national economy is occurring. A local cottage industry focus that includes agriculture and food, art and other locally made products can also help grow the tourism market. As technology continues to advance, more people will be working from home, whether tele-commuting for their employer or running their own business. The community needs to encourage this by simplifying home business regulations and exploring support such as a business incubator or shared business facilities.

The community has many good plans that were done but never followed. It is time to get busy with implementation of those plans and this comprehensive plan. The Action Plan portion of this document spells out responsibilities and time frames and requires a level of commitment by government officials and the use of their powers never before taken advantage of. New partnerships will have to be formed and existing partnerships strengthened, because this plan cannot and should not be implemented by local government alone. For this plan to succeed the whole community must pitch in and embrace a pro-active spirit.

I: Planning Basics

The first steps in the Planning Process

Purpose

One of the reasons communities engage in a comprehensive planning process is to ensure that the needs of the whole community are considered, not just what benefits the largest property owners and developers. Community planning is based upon a concept of the public interest; some flexibility in the use of individual land is given up in exchange for creating a community in which the interests of all are considered.

Today's Cicero and Jackson Township citizens are responsible for the future of their community, and have a responsibility to help prevent development patterns that result in wasteful and inefficient use of their limited resources.

Through this plan, you are establishing and implementing public policy for the community.

The comprehensive plan will be the primary guideline for future local decisions on development and redevelopment in Cicero and Jackson Township.

This Comprehensive Plan is a guideline, not an ordinance.

Part of the purpose of this comprehensive plan is to also to help Cicero and Jackson Township establish a unique character or "brand", one that its citizens can recognize and support.

If all our communities were the same, one plan would suffice for all. But even within the same county each community is different, and a plan should enhance the unique characteristics of each place. For example, neighboring Carmel emphasizes the arts while Noblesville is proud of its historical importance as the county seat. A plan that works for one will not work for the other, or for Cicero and Jackson Township!



What does the Community want to be?

Attitudes and values differ from one place to another, and a comprehensive plan should reflect that local culture. To create a successful Comprehensive Plan, a community must first decide what it wants to be. To do this, the Steering Committee created a vision and a brand for Cicero and Jackson Township:

VISION -- A Vision is the most general idea in written comprehensive plan. A community's Vision should be something that almost everyone in the community could agree with. It is typically only the written word and usually addresses more than one idea. While it should be concise, it is still often several sentences long. It is not as important to be unique with a Vision; several communities may have very similar Vision Statements if they share comparable values, etc. As part of the written plan, we must develop a way to support the Vision and make it happen. The Vision Statement for Cicero & Jackson County is:

Cicero is recognized as a destination of choice for individuals and families in search of high quality recreational activities, personal growth and opportunities, and quality of life.

Through the planning process, residents and business owners also discussed what their community character or "brand" should be.

BRAND -- A brand concentrates on what is most accomplished or unique about a community. Like a comprehensive plan's Vision, it may not actually have been achieved yet. A Brand concentrates on one idea; it is catchy and concise and typically contains both a short phrase or slogan and an image, which are used for marketing the community. But a brand is much more than a "slogan". As one of our steering committee members put it, "A brand becomes part of our community's DNA. It's what drives us, both internally and externally". A brand has to:

Define what the product, in this case what the town of Cicero, does for its target market. What will Cicero do for its residents?

Provide it with a quality of life experience that includes recreation and connectivity. For tourists, Cicero will provide easy access to recreation in an environment that feels fresh, safe and clean.

Define the product itself:

Cicero is ... a place for recreation, connectivity and creativity.

Define how the product makes its consumer feel:

Cicero is a place where I can get outside, get fresh air, experience nature, experience life.

This brand still needs to be tested with the community and other partners, and after refinement must be further developed. Further development would include a full brand "look" and plans for implementation and use of the brand. If you invest a lot of thought and time into developing the brand for Cicero and Jackson Township, you will come out with a brand that has your personality, which will shine in everything you do as a community.

If Cicero's brand is recreation and fun, then that should be the center of everything the town provides.

The proposed Brand for Cicero & Jackson County is:

Small Time Living, Big Time Fun

The Comprehensive Plan

Plans developed for communities are called comprehensive plans. In Indiana, the 500 Series of Title 36-7-4 of the Indiana Code permits comprehensive planning. This law empowers local government to adopt plans. Any plan adopted in Indiana must contain at least the following three elements:

1. Objectives for the future development of the jurisdiction.
2. Policy for the land use development of the jurisdiction.
3. Policy for the development of public ways, public places, public lands, public structures, and public utilities.

In addition, communities may include any number of optional elements, including parks and recreation (the Park Master Plan is currently under separate revision), transportation, natural resource protection, conservation, farmland protection, economic development and redevelopment. Most comprehensive plans in Indiana contain some of these optional elements. Cicero and Jackson Township's plan contains several optional elements.

Comprehensive Plan vs. Zoning

A comprehensive plan is a policy document, not a zoning ordinance or regulatory document. Alone, the Comprehensive Plan has no power to govern land development or the provision of community services. However, it becomes a valuable tool when it is used in setting policy and in making decisions.



HOPE -- Comprehensive Plans are tools that give a community hope for a bright future. With a comprehensive plan as a guide, Cicero and Jackson Township may proactively work toward their vision of the future.

The Planning Process

In all cases, the plan commission has primary responsibility of preparing the plan and recommending it to the county commissioners or town council for adoption. The law specifically provides that plans may be adopted as separate elements; examples include land use, transportation and parks.

These steps apply to adoption of an entire plan or to a plan element:

Amendments to an adopted plan may be initiated by the plan commission or by the legislative body. The procedure for adopting an amendment is the same as the procedure for adopting the plan initially.

Using this Plan

The citizens of Cicero and Jackson Township are encouraged to consult this document because it can give reasonable reassurance about the future direction of the town. This document is also designed for regular use by community officials, including the Board of Zoning Appeals, the Plan Commission and Town Council. These local officials will use the plan to guide development and redevelopment. Indiana law requires the Plan Commission to consider the comprehensive plan when making a recommendation on a zoning change. The Board of Zoning Appeals must also legally consider the comprehensive plan when hearing use variance requests.

Official actions regarding budgets, town and township services, infrastructure and utilities, transportation, the environment, community character, parks and recreation, land use, annexation and housing should also be based on the comprehensive plan. The following components of the plan are intended to give direction to Cicero and Jackson Township's local government officials:

- Goals and Recommendations -- The goals section of the document sets direction for the plan and reflects the local vision for Cicero and Jackson Township's future. The recommendations listed in each section define ways that the goals can be achieved.
- Future Land Use Map -- The future land use map serves as a general guide for future development and represents generalized future land uses proposed for the Town of Cicero and Jackson Township. Since these land uses are "generalized", they are not intended to reflect precise boundaries, dimensions, allowable uses, or density of individual property parcels. Note that the existing land use map -- in other words, governs areas that are not called out on the future land use map for a new use the future land use of these parcels is considered to continue to be whatever the existing land use is, unless shown differently on the future land use map. See this plan's existing land use map for clarification.



Cicero's red Bridge Park Rod Run, 2013

- Thoroughfare Plan – Much more than just a consideration of vehicular transportation, the thoroughfare plan classifies roads and sets general locations and right-of-way widths for those roads and trails. As property is developed, roads and trails will be built according to this plan and the required right-of-way will be dedicated to the Town of Cicero or Hamilton County.

Other planning efforts are equally important in planning for future growth and development. These efforts, when officially adopted, are companion documents to the Comprehensive Plan, and therefore will not be duplicated in this plan. However, the [Cicero Park Master Plan](#) is hereby incorporated by reference into the Comprehensive Plan and should be given ample consideration in all Town land use decisions. Note that the Town did not formally adopt many recent plans. Relevant components of those unadopted plans have been included in this comprehensive plan in order to give the ideas extra weight.

II: Planning Background

These steps in the Planning Process ensure that adequate inventory and analysis have taken place.

History

Cicero was established over 175 years ago, when its first settlers platted the town in 1834. The community was named for Cicero Creek. Settlers were arriving in the area almost daily by way of the Strawtown Trail, which ran along the White River east of Cicero and North of Noblesville. Just 4 years after it was platted, Cicero was the home to the first bridge built in Hamilton County over a major stream (Cicero Creek), which was later converted into a covered bridge and painted red. The railroad arrived in 1853 and accounted for major industrial growth, including flour mills, a steam saw mill and, because of the abundance of natural gas, two glass factories. The gas and population boom only lasted for about 10 years before drying up. The "Red Bridge" became one of the town's most memorable landmarks and the red bridge image has been used for many years as the town's trademark and the Town's most popular park bears the same name.



The covered bridge was torn down in early the 1950's to make way for construction of Morse Reservoir, another major milestone in the town's history.

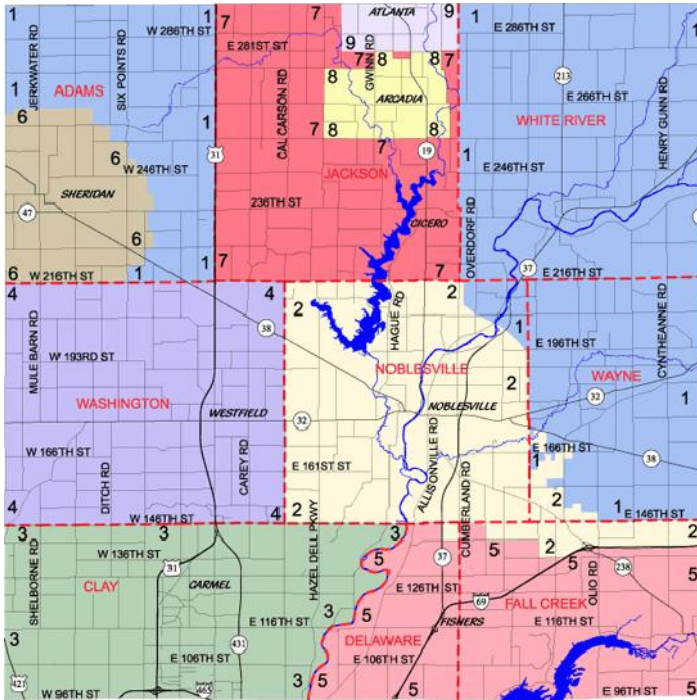
The opening of Morse Reservoir in 1956 brought a new wave of residential growth and development. Today Cicero is probably best known as being a lakeside community with most of its population living on or very near the north end of Morse Reservoir and more recently by receiving national attention for welcoming Ryan White, a young AIDS patient who had been ostracized in his hometown of Kokomo. Cicero is now his burial place.

Regional Context

The town of Cicero and Jackson Township is located in Northern Hamilton County, Indiana, approximately 30 miles north of Downtown Indianapolis. Tipton County is adjacent to Jackson Township's northern edge.

Planning Jurisdiction Map of Hamilton County, Indiana

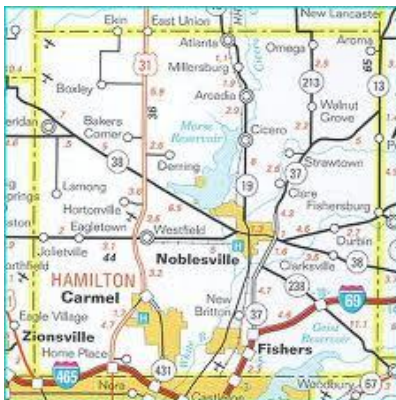
Planning is complicated in Hamilton County. As this map shows, there are nine separate planning jurisdictions in the County, an unusually high number for a single county in Indiana.



Map courtesy of Hamilton County Plan Commission

In addition to Cicero/Jackson Township, the municipalities of Sheridan, Arcadia, Atlanta, Carmel, Westfield, Fishers and Noblesville have their own planning jurisdictions. Just as Cicero partners with Jackson Township for planning, Carmel joins Clay Township and Westfield joins Washington Township. Atlanta, Arcadia, Sheridan and Noblesville all claim extra-territorial planning jurisdictions, allowing them to plan outside their corporate boundaries, as allowed by Indiana law. Hamilton County administers planning for the rest of the County, including White River Township, most of Wayne Township and part of Adams Township.

Beginning in 1975, there was a joinder agreement between Cicero and Jackson Township for the town to administer planning and zoning. The town and township signed an inter-local agreement with Hamilton County in 2002 for the county to administer planning and zoning. In 2009, Cicero once again began administering planning and zoning for the town and Jackson Township.



Population growth in Cicero and Jackson Township bucks a national trend. Many small towns are losing population as Millennials move away in search of other opportunities and lifestyles. Cicero's population stability and future growth are largely linked to its location in Hamilton County and the Indianapolis Region. The amount of future growth will depend on how well the community responds to the Millennial Generation's desires for housing, transportation, culture and lifestyle.

Environmental Analysis

Cicero's small town character and Jackson Township's rural character is something that local residents wish to preserve. Wooded areas, agricultural land, wetlands and clean air and waterways contribute to the small town/rural character.

STRATEGY – Preserve the small town and rural character illustrated by the area's environmental traits, including wooded areas, agricultural land, wetlands, clean air and waterways.

Farmland

The 2012 Agricultural Census recorded 598 farms in Hamilton County, a loss of 38 farms since 2007. The average size of farms in the county was 219 acres, up 13% since 2007. There are still many farm parcels of various sizes in Jackson Township. The undeveloped land includes prime farmland per the Hamilton County Soil Survey; however, much of the farmland has poor natural drainage and needs artificial drainage. Harvested cropland accounted for 92.4% of all Hamilton County land in farms.

Corn for grain is the county's top crop in acres (61,472 Acres), followed by soybeans for beans at 53,143 Acres. Based on the information obtained from the Hamilton County Soil and Water Conservation District, approximately 49% of cornfields in the County still operate using conventional tillage practices. Seed for corn and small grain crops is produced locally by a major agricultural business, Beck's Hybrids in Jackson Township, which is expanding. The average value of agricultural products sold per farm in Hamilton County in 2012 was \$194,255. The County ranked first in Indiana in the Value Of Sales By Commodity Group, in the Nursery, greenhouse, floriculture, and sod category. Regarding livestock, Hamilton County had more hogs and pigs (5806) than any other animal, followed by 1081 horses and ponies and 1065 layers (hens).

Of all farms, those ranging from 10 Acres to 49 Acres were the predominant size in the county, with approximately 250 farms falling in that category. While the trend is for farms to increase in size, very large farms (1000 Acres and over) are not what most of the farms in Hamilton County currently are, as documented by the 2012 Census of Agriculture:

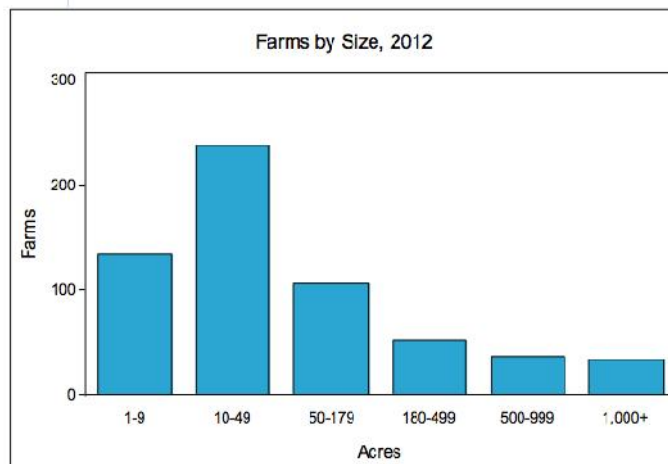


Table II-1, Farms by Size,
2012 Census of Agriculture

In fact, the majority of Farmers (principal farm operators) in Hamilton County are not "full-time" farmers. Less than half (240) of the county's principal farm operators claimed farming as their primary occupation, while 358 claimed "other" as their primary occupation. The

average age of Farmers (principal operators) in Hamilton County is 58.7 years, which has increased over time.

For decades, Hamilton County development has moved north, turning agricultural land into housing and commercial developments. During the recent slowing of housing and commercial development tied to the economic downturn, strong grain prices, high farm incomes and unprecedented interest in commodities investments caused prices for agricultural land to skyrocket, an average 25% increase between 2010 and 2011.

Over the last 5 years the annual increase in Indiana farmland values averaged about 12% annually. According to Purdue University, the top price for farmland in Indiana's Central Region in 2013 was \$9633/acre. Prime farmland in Hamilton County has been selling for \$8,000 - \$10,000/acre. While the Purdue's 2013 survey reported another strong double-digit increase in farmland values, there is increasing evidence in the survey that the run of strong increases may be nearing their end. In the Central Region, respondents expect the increase in farmland values to slow or even experience a small decline. Most respondents expect that in five years farmland values will be relatively stable.

For Jackson Township farms, being right on the edge of Indianapolis' slowed but continuing outward sprawl helps keep farmland prices more stable. Those firm prices help discourage developers from buying agricultural land up and holding it for future construction.



Farmland Recommendations -- While there will continue to be large farms in Jackson Township, it is important to recognize the many smaller farms in the planning jurisdiction, and to adopt development regulations that serve all types of agriculture, from the small hobby farms to the intensive agricultural operations. This may mean adopting more than one Agricultural Zoning District. The use of farmland preservation tools like prohibiting residential development in Agriculturally zoned districts or the less-used purchase of development rights could also help farming continue to be a big part of Jackson Township.

Air Quality

Air all over the United States is monitored to protect public health and the environment. The Federal Clean Air Act created the National Ambient Air Quality Standards to ensure healthy air for all citizens. A healthy environment is becoming increasingly important to quality of life measurements and decisions to relocate businesses and families. There is currently no data available for Hamilton County regarding fine particle concentration, carbon monoxide levels, nitrogen dioxide levels, sulfur dioxide levels or lead concentration. Ozone, an air pollutant that can be harmful to breathe and can trigger a health problems is measured in the County.

Hamilton County, Indiana has an 8-hour average ozone concentration of 0.076 ppm, which does not quite meet the national ozone standard of 0.075 ppm, and is slightly worse than the national average of 0.07 ppm. By comparison, neighboring Boone County's 8-hour average ozone concentration of 0.08 ppm is significantly worse than the national average and Marion County's 8-hour average ozone concentration of 0.082 ppm is among the worst nationally. Madison County's 8-hour average ozone concentration of 0.074 ppm is better than Hamilton's and meets the national ozone standard of 0.075 ppm. Ozone concentration data for Tipton County is not available.

[Air Quality Recommendations](#) -- Since tailpipe emissions can contribute to the formation of ground-level ozone, reducing the amount of miles that people drive can help. Cicero can help motivate their citizens to take action by furnishing the infrastructure for biking and walking for local trips. The community can also promote carpooling of commuters (for more information, contact CIRTAs Commuter Connect at 1-317-327-ride). Cicero officials also need to remain engaged in and supportive of transit plans for Central Indiana, since a connection through Noblesville is likely.



"The higher we are placed, the more humbly we should walk."

-- Marcus Tullius Cicero,
Roman Philosopher, 106 – 43 BC

Floodplains

Waterways are important to consider when planning because of possibilities of preserving corridors as natural areas and because they typically have floodplain associated with them, where building is regulated. Refer to the official FEMA flood maps to see the location of Floodplain areas within Cicero and Jackson Township. The jurisdiction's recent zoning ordinance update used the state's model floodplain ordinance, assuring that the jurisdiction's flood plain ordinance is acceptable to the Indiana Department of Natural Resources, Division of Water. The model ordinance prohibits building within the Floodway, but allows buildings to be constructed in the Floodway Fringe as long as the lowest floor is 2' above the 100 Year Flood level.

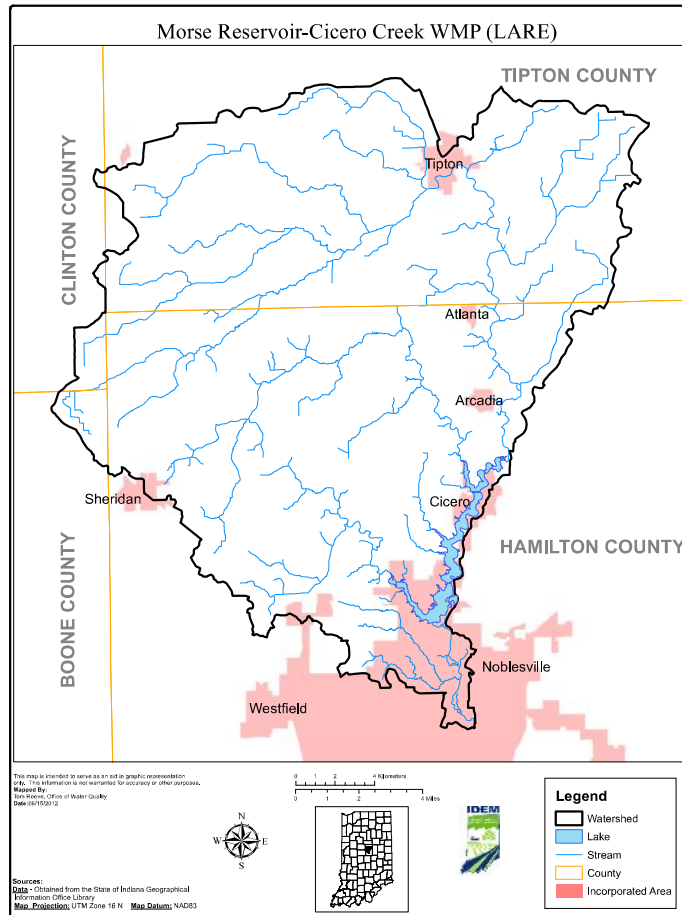
[Floodplain Recommendations](#) –Floodway should never be developed, but preserved as permanent open space. Development within a Floodway Fringe should be discouraged due to public health and safety concerns. It is important for the town and township to resist granting flood-related variances. If development is allowed in the Floodway Fringe, Cicero/Jackson Township should set a minimum standard to avoid having flooded streets, since there is no minimum elevation in the model ordinance for streets within a floodway fringe.



Jackson County Indiana repeatedly experienced flooding of streets in residential developments located within the floodway fringe, often keeping residents trapped and school buses out. A few years ago, they updated their Subdivision Control Ordinance to set a minimum height for streets within the Floodway Fringe, so this flooding of streets will not occur in new development.

Water Quality

Morse Reservoir is a major part of the identity of Cicero/Jackson Township, so the health of the waterway is extremely important, because tourism and residential growth is heavily influenced by the presence of the reservoir. Morse Reservoir is a recreational waterway that also provides drinking water to the Indianapolis area. Water quality is the biggest environmental issue Cicero/Jackson Township must address.



Almost 2/3 of community survey respondents said preserving the lake shoreline and water quality was the most important goal for the Town and Township.

Cicero and the developed area of Jackson Township are located primarily within the Morse Reservoir/Cicero Creek Sub-Watershed.

This sub watershed was identified as "High Priority", meaning it is a critical area where project implementation can remediate current or reduce future water quality impairments (i.e., E. coli).

Action by the Town and Township is necessary to help implement cooperative Best Management Practice (BMP) implementation projects within the Morse Reservoir/Cicero Creek sub

The Hamilton County Health Department began monitoring and evaluating Escherichia Coli (E.coli) levels in Morse Reservoir in 2004, including through a station at Red Bridge Park. E. coli's presence in water typically indicates contamination from raw sewage. High levels of exposure to E. coli, nitrates and other pathogens can cause serious illness and infection. Since many residents and visitors to Morse are active fishermen, swimmers and boaters, they have the potential to be exposed to high levels of pathogens, leading to a public health threat.

The most recent sample posted from the Red Bridge monitoring location was for May 15, 2014, and it indicated an unsatisfactory result, with a very high the E. coli count (>2400 cfu¹). During the last five years, there have been 6 other unsatisfactory readings during the outdoor recreational months at Red Bridge Park, including two readings in 2012. Note that monitoring duties have been passed to the Hoosier Riverwatch, www.hoosieriverwatch.com/.

¹ Indiana Code 327 IAC 2-1-6 states that, "...the concentration of E.coli in a recreational waterway shall not exceed 235 colonies per 100 milliliters of water in any one sample."

Jackson Township's citizens can volunteer to be Hoosier Riverwatch Good Samaritans with the US EPA and the Town of Cicero may become an official Water Guardian through IDEM. The 2011 Morse Reservoir and Cicero Creek Watershed Management Plan developed under a partnership of Morse Waterways Association and the Upper White River Watershed Alliance, addresses the E. coli concerns, but also other water quality and quantity issues. The watershed plan can serve as a guide for the protection and enhancement of the watershed while balancing the different uses and demands of the community on the natural resource. This 2011 plan, follows IDEM requirements, and includes sections on: watershed inventory, identifying problems, identifying causes, sources and load reductions, setting goals and identifying critical areas, choosing measures and BMPs to apply, creating an action register and schedule, and tracking effectiveness. Best Management Practices (BMPs) are a primary recommendation of the watershed plan, and may be regulated by local ordinances or encouraged through public education.

Recommended Agricultural/Rural BMPs (primarily appropriate for Jackson Township) include:

- Alternative Watering System
- (Stream) Buffer/Filter Strips
- Cover Crops
- Grassed Waterways
- Infiltration Trenches
- No-Till/Reduced Till (Conservation Tillage)
- Nutrient/Waste Management
- Rotational Grazing/Exclusionary Fencing
- Two Stage Ditches
- Stream Restoration
- Wetland Restoration
- Reforestation

Don and Mary Roberts Wildlife Area, Starke County, Indiana



Recommended Urban BMPs (primarily appropriate for Cicero) include:

- Bioretention Practices
- Filtration Basin
- Naturalized Detention Basin
- Naturalized Stream Buffer
- Pervious Pavement
- Rain Barrels/Gardens
- Infiltration Trench
- Stream Restoration

Since 2012, the Town of Cicero has worked with local artists and businesses to sponsor a hand-painted rain barrel contest and auction.

Art by Hamilton Heights High School students



In addition to the above BMPs, conservation measures may significantly impact future health of local waterways. Natural areas and open space must first be identified for protection, and then the proper conservation tool must be selected for implementation. Cluster Subdivision development is an example of a tool that protects open space and natural resources for people and wildlife, while at the same time allowing development to continue. These developments work with the land by using natural riparian buffers and setbacks from waterbodies and adjacent farms. Greenways are another land use that can provide recreation and open space while benefiting nature. Protected ownership through purchase or conservation easement is another option for protecting key land.

Water Quality Recommendations -- The Morse Reservoir/Cicero Creek Watershed Management Plan needs increased local government cooperation, coordination and funding for success. Continued implementation of the watershed plan will help improve and maintain water quality. Including the appropriate BMPs in Cicero/Jackson County's zoning and subdivision ordinances will help ensure the watershed plan's success.

For example, septic systems are the primary means of sanitary flow treatment in unincorporated Jackson Township. Maintenance of existing systems is crucial, as is prohibiting new residential development that is not connected to public sewer, which can be done in the Zoning Ordinance. The Subdivision Control Ordinance should require each new residential lot to provide two viable septic sites.

Woodlands

There are still undeveloped parcels within the town and the township where there are stands of mature trees. Jackson Township's wooded areas contribute to the attractive rural character of the area, in addition to reducing summer temperatures on a site, acting as windbreaks, providing habitat for wildlife and even helping keep air clean.

Woodland Recommendations: It is important to develop regulations that protect these wooded areas, including adoption of requirements and incentives for tree preservation when development occurs. Zoning Ordinances can require preservation of certain size and types of trees, and offer incentives for tree preservation in landscape standards. The Subdivision Ordinance can also encourage the use of conservation or cluster subdivisions to preserve wooded areas.



This Jackson Township wooded lot is for sale. There is nothing currently in the zoning or subdivision ordinances that prohibits clearing all the trees for development. Almost $\frac{3}{4}$ of survey respondents said it was very important or important for builders to incorporate more "green" practices into future development and over half said more trees are needed with development or redevelopment.

Infrastructure Analysis

A community requires a physical framework and Cicero and Jackson Township's infrastructure forms the framework for the town. Infrastructure includes such things as the streets and utilities, but may also include buildings, such as a town hall and fire stations. These public networks must be coordinated with a community's plans for the future to ensure they can be realized.

STRATEGY – Provide and maintain high-quality services, including a Town Hall, Complete Streets, sewer, water and drainage.

Infrastructure may be used to direct where growth and redevelopment may occur. It is important for a community to understand infrastructure is a tool that may be used to guide their future. As such, it is important to develop policies for the infrastructure that Cicero and Jackson Township controls - roads, sidewalks, storm water, sewer and water. After policy has been set, the next step is to ensure that policy matches the towns' Subdivision Control Ordinance. While the Subdivision Control Ordinance includes some infrastructure-related policy, stronger standards would improve the community's infrastructure future:

- Developers shall pay for all road improvement costs associated with new development
- Sidewalks shall be required in all new subdivisions on all streets
- Developers shall be allowed to substitute trails for sidewalks within their developments
- Sidewalks shall be located on both sides of the street
- All development within the corporate limits shall be served by the Town's sewer and water; septic and wells are only allowed outside corporate limits and only for minor subdivisions
- The Town's water and sewer utilities are only available within the Town's corporate limits, requiring voluntary annexation to get service (or an annexation remonstrance waiver if annexation isn't yet legally possible)

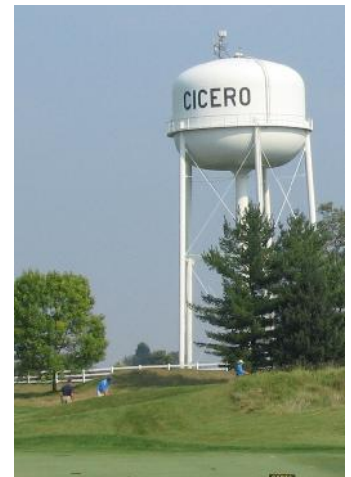
Infrastructure Recommendations -- The comprehensive plan can act as the instrument to spur the town to think about their infrastructure constraints, policies and ordinances, and the need to address them. The Town's existing Subdivision Control Ordinance was adopted in 1999, and while there have been some amendments in the subsequent years, it is time to holistically re-examine this important document. If for no other reason, changes in construction materials and new practices (i.e., traffic calming, Best Management Practices, etc.) dictate that this document be reassessed periodically.

Cicero Water & Sewer Utilities

Cicero still controls local public water and sewer service, something that is increasingly rare with today's privatization of many municipal utility services. This allows the Town to make decisions about expansion and service that coincides with the Town's goals. The Town's Utility Department includes streets, water, storm water and sanitary sewer.

The Water Plant extracts water from 4 wells in the area and serves almost 2,000 customers, including those outside of the town limits. The Water Plant is a pressure filter treatment plant with chlorine for disinfecting and fluoride for dental health. It has a capacity of 800 gallons per minute or 1,152,000 gallons per day.

The town's Wastewater Plant is designed to handle a maximum of 750,000 gallons a day, with 1.5 million gallons at peak times. The daily operation is just over 50% capacity. This facility meets all IDEM and EPA standards and is



monitored daily for compliance.

Cicero Water & Sewer Utility Recommendations – Maintain town control of water and sewer utilities. Require annexation (or waiver of future remonstrance if annexation is not currently feasible) in order to provide water and/or sewer service. There should be a water plant study to determine if and when expansion might be needed, in order to support future growth and annexation.



Almost ½ of all community survey respondents said developing sidewalks and walking/biking trails was a very important goal.

Only ¼ of respondents said it was very important to improve streets and roads; street improvements are a lower priority to the community than a network of sidewalks and trails.

Sidewalks

The older urban area, including downtown, was developed on a grid street pattern but with an incomplete sidewalk system. Most newer developments were constructed with curvilinear streets, but sidewalks were often not included. Unfortunately, this development has resulted in an incomplete sidewalk system, a big pedestrian circulation problem.

Currently in Cicero, a pedestrian is fairly safe strolling within his/her own neighborhood on the local streets or on sidewalks, but they can't safely walk to other parts of town. Additionally, crosswalks have not been identified and the appropriate safety measures installed.

Sidewalks and trails in a community make up the transportation and circulation network for pedestrian traffic. These pedestrian linkages should provide uninterrupted, safe and efficient linkages for walkers, cyclers, and other modes of non-motorized transportation. Further, sidewalks should link all the primary nodes of activity within a community. Some of these nodes include schools, parks, and commercial centers.

The locations for future infill sidewalk projects should be determined based on:

1. Filling gaps in the existing network
2. Connecting primary nodes of activity (i.e. schools, parks and local businesses)
3. Providing a safe network for pedestrians

Sidewalk Recommendations – Because sidewalks are considered such a high priority, three major actions are recommended:

- Develop a Sidewalk Policy --Require sidewalks on both sides of the street for all new development within Cicero, no exceptions. Sidewalks may not be necessary within very low-density rural development, but connections from the subdivision via exterior street sidewalks

should be required. This policy should be part of the local zoning and subdivision ordinances. Variances or modifications to the requirement should be discouraged.

- Create a Sidewalk Inventory -- The Town of Cicero should prepare and maintain a sidewalk inventory, noting quality, gaps, etc. The sidewalk inventory can be used to help prioritize sidewalk projects, as discussed above.
- Facilitate a Bicycle & Pedestrian Master Plan -- The Town and Township should create a Bicycle and Pedestrian Master Plan to help facilitate improvements to the pedestrian and bicycle network. This type of plan focuses on non-motorized ways for people to get to and from places in the area without having to use a car. The alternative transportation routes are intended to help people safely and efficiently get to work, shops, restaurants and local services in the community.

Roads

Road standards and maintenance are shared by multiple entities in Cicero/Jackson Township. The County is responsible for maintaining all roads accepted in to the County's network of roads and bridges, including roads within Jackson Township, outside of incorporated areas. Cicero is responsible only for maintaining all streets, roads, and structures that have been accepted by the Town. Because of this overlap within the planning jurisdiction, coordination is important. Both the County and the Town have set standards for the construction of all improvements, but it is unknown how well these standards match. To further complicate matters, the State of Indiana has jurisdiction over state highways within the planning jurisdiction, including S.R. 19.

The Town's streets were originally built in a traditional grid pattern. Newer development, particularly near the lake has deviated from that grid to use winding roads with cul-de-sacs, resulting in less connections between residential areas and a disconnect with the compact downtown of Cicero.

County roads are the major roadways within Jackson Township, and were predominately laid out on a grid long before Hamilton County's explosive growth. These county roads were not originally designed to handle the large amount of traffic they carry today, causing the County to continually be working on road improvements, including:

- Widening lanes/increasing right-of-way width
- Adding pavement thickness
- Fixing substandard sub-base and drainage
- Installing turn lanes, accel-decel lanes, etc.
- Generally playing catch-up on maintenance due to inadequate funding

In the past, much of the County's resources were devoted to the southern half of the county, where record growth was occurring. It is important to get the County's cooperation in needed improvements to Jackson Township roads, as outlined in Section VI, Transportation Considerations.

Almost $\frac{3}{4}$ of community survey respondents said developers should pay fees to help provide for road improvements.



One other road issue that can be preventive is to manage curb cuts off of roads, so that they do not become excessive and lead to accidents and traffic congestion. The number of curb cuts should be limited and they should be limited to a minimal width and within Cicero, adequately defined with curbs.

Road Recommendations – Roadway coordination between Cicero and Jackson Township with Hamilton County, and with the State of Indiana is more important than ever, as growth continues to move north in the county. Standards for the Town/Township and County need to be reviewed and coordinated, along with timing of improvements. The County's Transportation Plan is dated and the Town and Township will need to be proactive when the update is made to the Hamilton County Transportation Plan to get local wishes addressed. It is also important to be proactive with INDOT including making them aware of this plan. For more information on roads, see Section VI, Transportation Considerations.

Storm Water Utility

As part of a larger "urbanized area" (including Fishers, Carmel, Westfield, Noblesville and Arcadia) per the 2000 Census, Hamilton County and the Town of Cicero are Municipal Separate Storm Sewer System (MS-4) entities. Under the 1987 Clean Water Act Amendments, the U.S. EPA developed new storm water regulations (an "unfunded mandate") to address storm water that might impact water quality, which are administered by IDEM in Indiana. Both local governments are part of Phase II, which affects nearly 200 MS4 entities within the state. Cicero is in charge of storm water within the town limits, while Hamilton County only regulates those portions of Jackson Township outside of incorporated areas.

EPA Phase II requirements include:

- Mapping the entire storm water system and outfalls
- Public education/ outreach program development and implementation
- Illicit discharge detection with elimination program development and implementation
- Post-construction site runoff program and enforcement
- Pollution prevention and good housekeeping programs
- Public participation programs
- Water quality evaluation
- Monthly and yearly reporting

To meet the requirements local governments were required to submit a permit application to IDEM that included a Storm Water Quality Management Plan (SWQMP).

10 Things You Can Do to Prevent Storm water Pollution

1. Use lawn and garden chemicals sparingly or use organic alternatives.
 2. Choose low-maintenance, native plants that require fewer chemicals and less watering.
 3. Don't dump anything into storm drains.
 4. Wash your car on the lawn or gravel, which filter the dirt and soap out of the water. Use soaps without phosphates. Go to a car wash that recycles water.
 5. Fix that oil leak in your car, and recycle oil and other car fluids.
 6. Clean up pet waste and dispose of it in the garbage or in the toilet.
 7. Report Polluters: 1-888-233-7745.
 8. Maintain your septic system to prevent leaks.
 9. Sweep driveways and sidewalks instead of hosing them off. Direct downspouts away from paved surfaces.
 10. Reduce the amount of asphalt and concrete around your home. By using paving blocks, gravel, cobbles, brick and natural stone can replace in driveways, parking lots and walkways.
- Hamilton County, Indiana Public Education Steering Committee

Cicero established a Town Storm Water Utility Board. They meet quarterly to make decisions on how to continue to satisfy Phase II requirements. Town ordinances were also adopted to enable oversight, management and enforcement of local storm water dischargers. The most recent implementation is a new Inflow/Infiltration Reduction Program that provides for inspection of and certification of compliance

for all properties connected to the Cicero Wastewater Department's sewer system. The program reduces the amount of clear water that enters the local storm water system, meaning there is less flow to treat at the plant, and therefore lower operating and treatment costs.

The County also has a storm water board and has adopted multiple ordinances to comply with the MS4 requirements. The Hamilton County Surveyors Office is in charge of county review and permitting. The County has revised Storm water Standard Details and a Storm water Manual that was the result of a collaborative effort by a Committee of Hamilton County's municipal staffs. Note that the County's regulations are applicable ONLY to unincorporated Jackson Township and regulated drains.

Storm water Recommendation: Although Cicero and Jackson Township currently favor subdivision designs with storm sewers using curb and gutters, there are not that many existing storm sewers in Cicero and Jackson Township. Many communities have gone back to allowing the more rural standard of roadside ditches, partly in response to the EPA's clean water standards. Roadsides ditches work well with the conservation subdivisions envisioned in the township and contribute to the rural appearance that Cicero and Jackson Township's residents wish to preserve. Cicero and Jackson Township need to continue to monitor evolving EPA standards, which may prompt reconsideration of storm sewers use. It is important to update the subdivision control ordinance standards to reflect drainage alternatives.

Community Facilities

The 2004 Comprehensive Plan addressed several potential town facilities and their location and building needs. They were:

- Town Hall
- Police Station
- Fire Station
- Road Maintenance Facility

Current Cicero Town Hall on Main Street



The 2004 Plan recommended that Cicero plan for a full service Town Hall Center, which would provide facilities for a town hall, community center/meeting rooms, fire station, police station, and even a post office. This type of complex could provide not only "one-stop shopping", but also be the anchor or needed to support a commercial district.

The plan went on to suggest a potential site for a Town Hall Center at the corner of 236th Street and Tollgate Road, where it could serve as a gateway to the community and provide an anchor for the downtown business district.

Community Facilities Recommendation: The idea of a New Town Hall Center needs to be implemented. Currently Town offices are scattered around the community and Town Hall is only used for weekly meetings. While the Fire Department may have already fulfilled their need for a fire station, other departments should be included in the new facility, notably the planning and building department, which shares an older commercial building with the Town's Utilities Office and the Clerk-Treasurer in Downtown Cicero. There may also be an opportunity to share this central space with Jackson Township Offices, such as the Trustee's Office, which is located in a former house next to the current Town Hall.

Population Characteristics

The most reliable demographic information comes from the Census of Population and Housing, conducted every 10 years, with the most recent information collected in 2010. During the decade between the Censuses, the bureau makes annual estimates for major data. With that caution, the following information should be considered as representative of the citizens of Cicero and Jackson Township. It is helpful to analyze how Cicero and Jackson Township compare to state and national averages.

STRATEGY –Understand population characteristics for the community, so there is an accurate understanding of whom the comprehensive plan is for.

Age

The Census Bureau estimated the median age in Cicero to 43.5 years in 2012, significantly higher than both the Hamilton County median age of 36.2 years and the Indiana average of 37.4 years. 13.7% of the Town's population was aged 65 years and over, compared to 9.9% in Hamilton County and 13.9% in Indiana, while 25% of the population was under the age of 18, compared to 29% for the county and 24.1% for the state. The Hamilton Heights School Corporation's recent population forecast predicts a decline in children.

Age Recommendation: Plan for an aging population, but actively try to attract Millennials and young families to offset the drop in school-age children.

Race

There are few minorities in Cicero, with 96.8% of the population self-identifying as White and 98.5% of the population identifying as non-Hispanic in 2012. By contrast, small towns that have grown in Indiana include higher ratios of Hispanics. The proportion of non-white races in the Town is lower than Hamilton County's 11.5% and below Indiana's 13.7%.

Racial Recommendation: As growth continues to move North from Indianapolis, recognize that future population will likely include higher numbers of minorities, including new culture and language differences.

Education & Experience

Cicero's residents are better educated than average. 24.4% of the population of Cicero had a Bachelor's degree or higher in 2010, more than the 23% in Indiana, but less than half of the Hamilton County rate of 55%.

13.4% of Cicero's residents in 2010 were veterans, a much higher rate than the 5.3% for Hamilton County or the 7.1% statewide.

Education & Experience Recommendation: Encourage locals to continue their education. With the newly opened IVY Tech campus in nearby Noblesville, higher education should be more accessible. More education means more business success. Encourage educated and experienced residents to start home-based businesses and local small businesses. Explore the local Veteran group profile and seek out available Veteran benefit education programs and business advice that might be helpful to this group.

Families & Households

71% of Cicero households were family households in 2010, but less than 1/3 of family households had children under the age of 18. Almost 10% of all households in Cicero are single parents with children under age 18 at home. 21.4% of all households in Cicero have at least one household member aged 65 years and over. The average household size in town was 2.47 people in 2010, compared to 2.34 for Indiana.

Family & Household Recommendations: Recognize that household size will continue to drop to include more singles and adjust housing to allow more options. In order for the school corporation to remain healthy, it is important to attract more Millennials and young families to the community.

Income

According to the Census, Cicero's median household income (\$53,948 in 2012) was higher than the state average of \$46,954, but much less than the overall Hamilton County average of \$88,429. While the poverty rate for the County was only 4.75% (1/3 of the state's 15.5% rate), Cicero's poverty rate of 14.5% was closer to the Indiana average than affluent Hamilton County's average.

Income Recommendation: Encourage locals to continue their education. More education means more income for local residents. The newly opened IVY Tech campus in nearby Noblesville offers accessible higher education. At the same time, the community must realize that it now has and will continue to have low-income residents, and must plan for the needs of all residents.

Employment

Cicero/Jackson Township is a community of commuters, with most residents employed outside the township. Manufacturing was the largest employment industry, with 19% of the Town's work force employed there in 2010. Educational services, health care and social assistance was the second largest industry for Cicero workers, employing 15% of the town's working population. The unemployment rate for Cicero in July 2013 was 5.9%, lower than the 8.3% rate for the State of Indiana.

The mean travel time to work was 29.1 minutes in 2010, with 11.5% of the Town's working population participating in a carpool. Less than 1% of the town's employed population work from home, below the State's average.

Employment Recommendation: Encourage locals in efforts to start home occupations and open small businesses. Put more effort into developing a tourism economy and cottage industries in Cicero. For those that continue to work outside the community, encourage carpooling and continue to look at transit options.

Housing

The median housing value in Cicero is \$152,200 (\$41,000 increase since 2000), which was higher than Indiana's average of \$122,700. There is currently a 5% vacancy rate, which is considered normal and accounts for people moving, but does not provide any excess housing stock. Housing tenure in Cicero, or the length of time a household stays in the housing unit (whether rented or owned) before moving, is below state average.

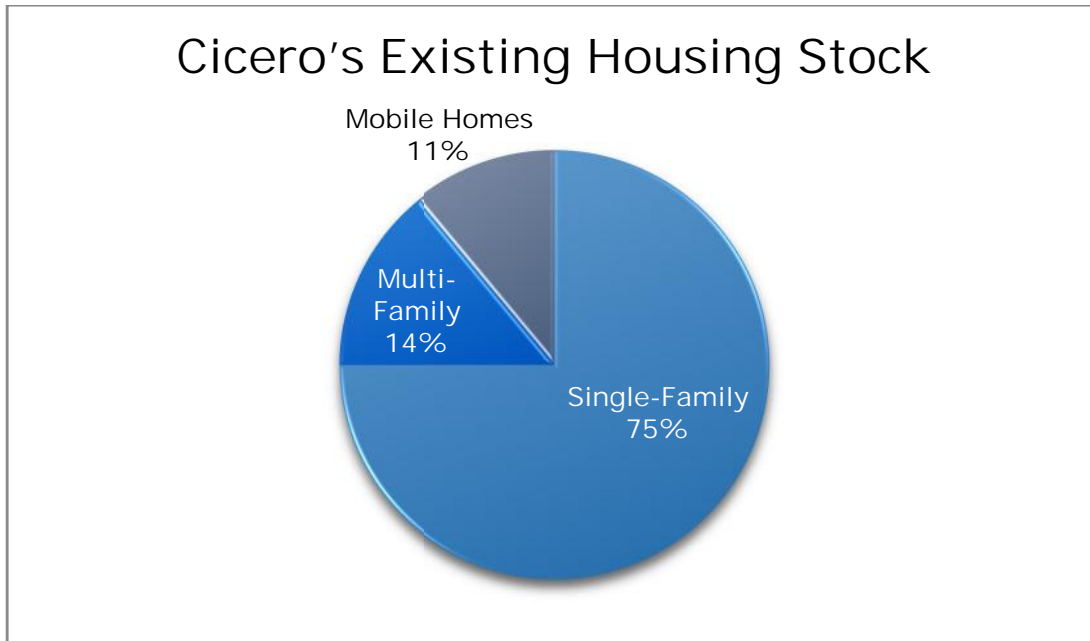


Figure II-2, Cicero's Existing Housing Stock, US Census Bureau

The mean selling price for houses in 2011 for Cicero for was:

- All housing units = \$172,036
- Detached houses = \$175,955
- 2-unit structures = \$110,638
- 3-to-4-unit structures = \$244,054
- Mobile homes = \$103,316

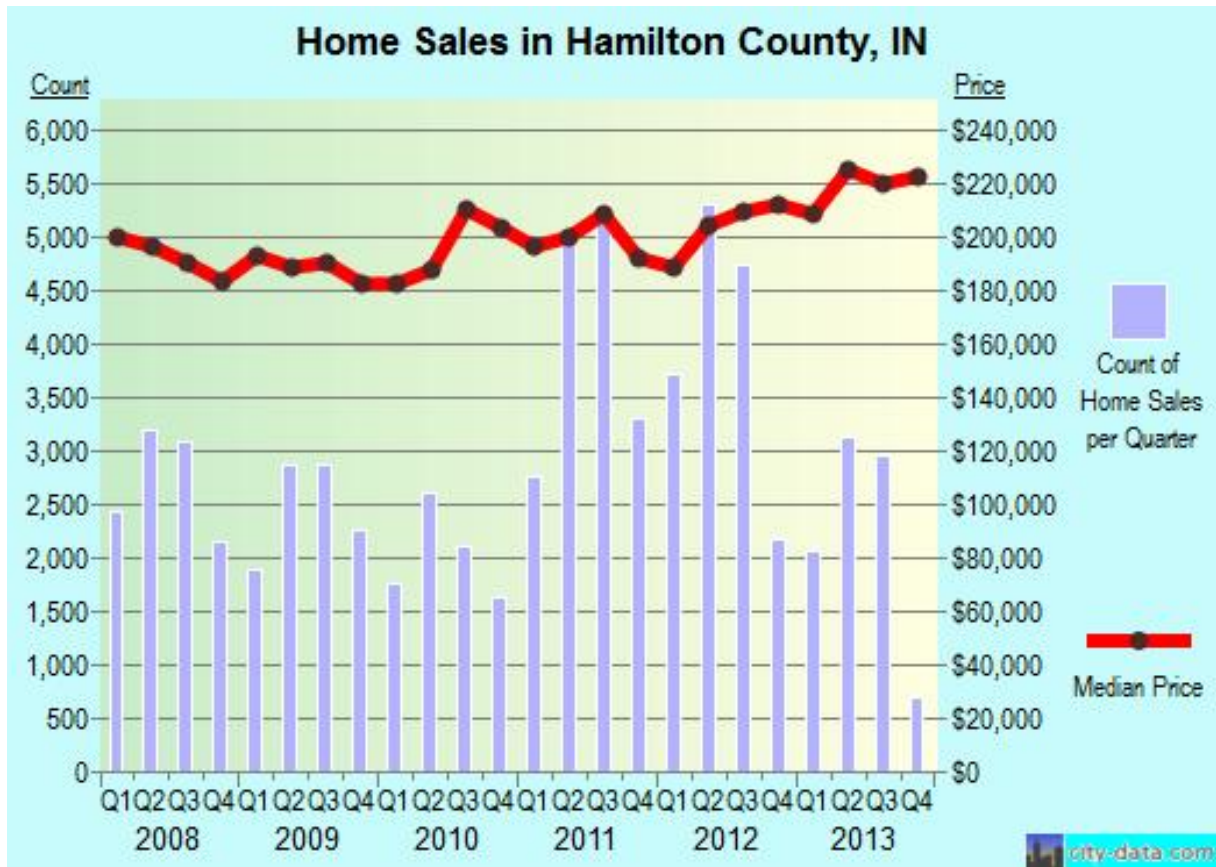


Figure II-3, Homes Sales in Hamilton County, city-data.com

Median gross rent in Cicero for 2012 was \$785 per month (slightly higher than the state average and halfway between Hamilton County's highest and lowest rents).

Indiana Association of Community & Economic Development (IACED) completed the Hamilton County Community Profile points to the need for more affordable housing in Cicero, citing the statistic that over 20% of the Town's homeowners spend over 35% of their income on housing. This is a risk to the community because it means there is a higher possibility of foreclosure and lack of maintenance, which have negative impacts on the surrounding neighborhood. This is especially of concern when combined with the high transportation expenditure for the county, which averages 27% of household income, largely due to long work commutes. The IACED report suggests that at least 10% of new housing units be affordable.

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The previous comprehensive plan also suggested more effort be put into developing affordable housing. The report lists current affordable housing options in Cicero as Wareham's Pond single-family housing and Cicero Village Apartments.



A Wareham's Pond home in Cicero recently listed for sale at \$129,900.00 with Easy Street Realty. This housing development is considered affordable due to the low single-family price point.



The 24-unit Section 8 Village Apartments in Cicero. To qualify for Section 8 assistance here, a 4-person household must earn \$34,250 or less. For some targeted rental assistance programs, the same household can't earn more than \$20,550.

Hamilton Area Neighborhood Development (HAND), the only community development corporation in Hamilton County recently developed 5 units of a senior apartment development, Lakeside Gardens, on the corner of Peru and Flannegan Streets which features wider doorways, walk-in closets, an open-style kitchen, low-step showers and grab bars in the bathroom for easier user accessibility.



Hamilton County Area Neighborhood Development's new LEED® certified Lakeside Gardens Senior apartment community, located in Cicero, just north of downtown on State Road 19.

Affordable housing is defined as housing which costs the occupant no more than 35% of the occupant's income. Low-income households are those earning below 80% of area mean income (AMI). The US Department of Housing and Urban Development publishes the AMI for each county and metropolitan area. It is the most common benchmark to determine eligibility for federal housing programs.

The report also reinforces the importance of providing housing for the aging population, which is expected to become a major driver of the housing market. Job growth typically drives housing growth, but employment growth until 2025 is expected to slow to 10% due to retirement of the Baby Boomers. In addition to providing new senior housing, like Lakeside Gardens, IACED recommends developing services that help homeowners age in place, including home rehabilitation services. Accessory apartments are another strategy being pushed by planners and senior advocacy groups, including AARP.

Accessory Apartment Dwelling, -- A dwelling unit designed for and occupied by one family or single unit of housekeeping, and secondary to a principal use of the property, for use as a complete, independent living facility with provision in the accessory apartment for cooking, eating, sanitation, and sleeping. Accessory apartments shall be clearly subordinate to the principal use in both size and location.
-- Hendricks County, Indiana Zoning Ordinance

An accessory apartment in a converted garage in Santa Cruz, California. Santa Cruz has published an Accessory Dwelling Unit Manual and plan sets, available at <http://www.cityofsantacruz.com/departments/planning-and-community-development/programs/accessory-dwelling-unit-development-program/ordering-information>



Millennials are willing to live in small towns that are near big cities, so Cicero's location in the Indianapolis region is an advantage to attracting younger residents. Author Richard Florida stated in a 10/9/10 Wall Street Journal article that the Millennial Generation may be delaying homeownership, but are still looking for a high quality of life that will include not just safety and good schools, but also short work commutes and walkable access to local shops and restaurants. A 2012 National Association of Homebuilders Study found that a majority of Millennials wish to live in the suburbs, but have certain standards.



Studio, 1 and 2-Bedroom units are available in the Murdoc Building in Downtown Wabash, Indiana. The building contains a corner market and retail on the first floor and is a good example of historic mixed-use within the same building.

The Metropolitan Indiana Board of Realtors (MIBOR) also released a recent study that seems to confirm the desire for these community features. MIBOR found 48% of Hamilton County's residents expressed a desire to be part of a "mixed use" neighborhood, while 32% said they want to be able to walk to retail and restaurants in their community. Regarding housing type, 79% of Hamilton County citizens said they want to live in single-family homes, while 15% selected townhouses.



Saxony is a 750-acre, mixed-use development in Hamilton County, Indiana, that includes diverse housing, multiple office districts, and unique retail opportunities within a pedestrian-friendly, vibrant neighborhood.



Townhouses in Hannover on the Green, a Saxony 68-unit townhome development in Fishers, sell from the mid \$100,000's and up.

IACED's report echoes those findings, stating that residents of northern Hamilton County want to see a mix of land uses as part of future growth, while maintaining the area's rural character. Ranked high on the housing wish list for northern Hamilton County were neighborhood revitalization, mixed-use development, walkable communities, connections to trails and parks and making transit available. During the IACED study, Cicero's focus group expressed a preference for managed growth that preserves the small town identity and extends the town's street grid.

The Hamilton County Community Profile concludes that to capture Cicero's share of future housing development in the county, the Town will need to create 2084 new housing units by the year 2035, in addition to the 2934 that already exist. There are currently no readily available residential building lots in Cicero, meaning no subdivisions that have already been platted remain undeveloped. Cicero has built an average of 43 dwelling units per year for the last four decades, but slowed to 68 residential permits during the past five years, which included the recent recession. If the housing report is correct, the town will need to manage permitting over 100 new dwelling units per year.

Residential land use is the biggest consumer of developed land. In 2000, 23% of Hamilton County's land was developed (56,600 Acres). Marion County completed regional land absorption projections as part of its last comprehensive plan update. According to those projections, Hamilton County could expect to develop between 94,000 and 109,000 additional acres of land by 2025, resulting in 62% to 67% of the county's land being developed by 2025, a huge difference. While most of the expected development pressure would occur in the southern half of Hamilton County, available land is becoming scarcer, with Carmel and other cities approaching build-out. This means that the development pressure will shift to the northern half of the county, particularly to Jackson Township and Cicero.



Sagamore, in Union Township, Porter County, Indiana is a Conservation Subdivision that was formerly farmland, and has mild slopes, a man made pond, and natural wetlands along with wooded areas. The home-sites include restored native vegetation, prairie plantings and flowering grasses.

Housing Recommendations: To remain a healthy and viable community, Cicero and Jackson Township must provide a whole continuum of housing options. Low-income housing and elderly housing options must be provided, including accessory apartments and townhouses. These housing options will also be attractive to the Millennial Generation. Low-quality, aging mobile homes should be replaced with higher quality permanent low-cost housing, which will provide better housing value over time. New housing development should acknowledge that mixed-use housing and walkability are important tools to attract Millennials and retiring Baby Boomers. Single-family homes will continue to be the primary housing type, but new single-family development in rural areas should be in the form of conservation subdivisions.

POPULATION PROJECTIONS

Making population projections and estimates is not an exact science. The future will always be unknown. With that understanding, certain techniques and reputable sources can make some of these "guesses" more reliable than others.

Based on US Census data, Hamilton County is the fastest growing county in Indiana (and the adjacent states of Illinois, Kentucky, Michigan and Ohio); it is also the 20th fastest growing county in the country. This is significant, considering 54 of Indiana's 92 counties lost population in 2012. According to Matt Kinghorn with the Indiana Business Research Center, "The 10-county Indianapolis-Carmel metro area will be responsible for 62% of the state's population growth between 2010 and 2030. Over the next 40 years, the region could claim up to 70% of growth... Hamilton County will continue to be the state's fastest growing county as it doubles in size to 548,000 residents by 2050. If these projections bear-out, Hamilton County will surpass Lake and Allen counties to become the state's second-largest county."

Census Bureau population estimates are a prediction of current demographic conditions, created by starting with the most recent census population, and then adding or subtracting the demographic components of population change for the time period. The estimated number of births is added and the estimated number of deaths is subtracted. The result is adjusted for net migration, calculated using several components including net internal migration and net foreign-born international migration.

A population projection is a prediction of future demographic conditions that will occur if the assumptions made as part of the projection technique prove true -- these assumptions might include the continuation of a certain rate of growth, decline in number of births, etc.

According to the Hamilton County Community Profile 2013, completed by the Indiana Association of Community and Economic Development (IACED), most of the county's growth is expected to continue to take place in the southern half of the county, but Cicero is poised to receive the majority of the northern half's growth, due to being closest to Indianapolis and the presence of Morse Reservoir.

In 2013, Hamilton Heights School Corporation commissioned a set of population and enrollment forecasts. HHSC covers all of Jackson Township plus White River Township to the east. White River Township's population in 2010 was 2,486 per the Census. The study says that from 2010 to 2020, the populations of the Hamilton Heights School Corporation, Hamilton County; the state of Indiana, and the United States are forecasted to change as follows; the Hamilton Heights School Corporation will decrease by -2.8%, Hamilton County will grow by 12.7% Indiana will increase by 3.3%; and the United States grow by 8.4% (see Table II-4).

Table II-4: Forecasted Population Change, 2010 to 2020

	<u>2010</u>	<u>2015</u>	<u>2020</u>	<u>10-Year Change</u>
U.S. (in millions)	308	322	334	8.4%
Indiana	6,483,800	6,603,100	6,695,700	3.3%
Hamilton County	274,564	288,300	309,400	12.7%
Hamilton Heights S. C.	12,854	12,730	12,490	-2.8%

Hamilton Heights School Corporation's POPULATION AND ENROLLMENT FORECASTS, 2014 – 2023,
Jerome N. McKibben, Ph.D., October 2013

In the HHSC Population Forecast, McKibben names the dominant factor affecting population growth rates of the school corporation over the last 20 years as the number, pace and cost of existing home sales and new home construction. The study goes on to say that if the current home construction trends continue, the number of existing home sales and the occupancy rates of the rental housing units will continue to be the dominant factor affecting the amount of population and enrollment change.

He goes on to say that the primary factor causing the district's enrollment to decline after 2013 is an increase in the number of out-migrants in the local 18-to-24 year old age group (Millennials) and a slight decrease in the number of in-migrating of younger families.

The Indiana Business Research Center, the official source for county population projections in Indiana, predicts that Hamilton County's population will be 359,035 by 2020, just 5 years in the future. HHSC's Forecast predicts only a population of 309,400 for the County by the same 2020 date. This 49,635 difference in population is almost equal to the population of Noblesville. The 2020 Hamilton County growth rate and its resulting population will likely be between these two extremes.

Since the idea of planning is to be proactive, it is better to be over-prepared than unprepared for growth. For this reason, the Cicero/Jackson Township Comprehensive Plan uses a higher rate of growth, and encourages local government and the school corporation to be proactive in attracting Millennials and young families to the community.

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YEAR	POPULATION			
	Hamilton County	Hamilton Heights School Corporation	Jackson Township (Census)	Cicero (Census)
1990 (Actual)	108,936 (Census)	10,896 (Census)	8,446	3,268
2000	182,740 (Census)	12,934 (Census)	9,919	4,303
2010	274,569 (Census)	12,854 (Census)	10,368	4,812
2011	283,201 (Census)	12,948 (Census)	10,453	4,847
2012	289,495 (Census)	13,000 (Census)	10,501	4,868
2013	296,693 (Census)	13,079 (Census)	10,571	4,922
2015	318,449 (IBRC)	12,730 (McKibben)	Not yet available	Not yet available
	288,300 (McKibben)			
2020	359,035 (IBRC)	12,490 (McKibben)	11,685 ²	
	309,400 (McKibben)		10,078 ³	
2025	398,011 (IBRC)			
2030	435,321 (IBRC)			
2035	468,913 (IBRC)			
2040	498,139 (IBRC)			
2045	523,744 (IBRC)			
2050	547,758 (IBRC)			

Table II-5, Population Forecasts & Projections

Trends indicate a steady increase in the median age of the population in both the comprehensive planning area and the Hamilton Heights School Corporation. This rise in median age is primarily due to three factors:

1. 18-24 years olds leaving the area
2. Empty nesters staying in their existing households (many single or elderly)
3. Decline in the number of births locally

The HHSC Study suggested that generally for every 2 high school graduates who leave the district, one new household must move in to replace the young adults that have left (and their lost potential fertility) in order to keep the population stable. Over the course of the forecast period, the average number of graduating seniors will be approximately 180 per year and at least 75% of them will move out of the district within three years of graduation. Using the general rule, approximately 65 new families will be required to move into the district each year to replace the graduating seniors and their lost fertility.

Regarding the "empty nest" syndrome, many households are single persons (over 20%) and/or elderly, so that even if these housing units "turnover", they may not add to the number of school age children in the district. Many of the empty nest households will "down size" to smaller households, demanding construction of new senior housing units, but with no corresponding increase in school enrollment.

² Applies county average of 12.7% increase over 10 years

³ Applies HHSC decline of 2.8% over 10 years

Bruised by the rough post-recession job market, Millennials are moving from lower-cost cities to places with a higher cost of living but more plentiful and lucrative jobs, a RealtyTrac analysis of Census data from 2007 through 2013 found.

"Millennials are attracted to markets with good job prospects and low unemployment, but that tend to have higher rental rates and high home-price appreciation," says Daren Blomquist, vice president of RealtyTrac. "It's a tradeoff."

"Even those who are making enough to purchase a home are often opting to rent instead. We've seen the demise of the housing market, we've experienced the pain of digging our way out of debt, and we know the freedom of location-independence is available if we're interested. With fewer jobs available, we've gotten creative with our careers. More of us are freelancing, consulting, running our own businesses, and working from coffee shops rather than cubicles. And with this shift in employment patterns, comes an intoxicating freedom to live where we choose."

-- by Britany Robinson, Generation Rent, The Culturist, August 18, 2014

There are several additional factors that are responsible for the difference between growth in population and growth in housing stock. Included among these factors are: people building new "move up" homes in the same area or district, (an important point since the children in move up homes tend to be of middle or high school age); children moving out of their parents homes and establishing residence in the same area; the increase in single-individual households; and divorce, with both parents remaining in the same area.

The Hamilton County housing market has performed better than the national trends recently, but is not immune to tightening mortgages and lending practices. Given the chaos caused by the collapse of the sub-prime mortgage market, it is unlikely there will be a return to those lending practices in the foreseeable future. The planning area and Hamilton Heights School Corporation has followed the national trend of new and existing homes sales dropping to pre-subprime levels. Despite this decline in home sales, the housing market in Hamilton Heights district appears to have stabilized.

The average household size in Hamilton County between 2008 and 2012 was 2.71 people per household, higher than the state's 2.54 people per household. HHSC's study uses 2.61 persons per household for Jackson and White Townships.

Population Recommendation: It is unlikely that Cicero and Jackson Township will see any population decline, although White River Township, the other part of HHSC most assuredly will. To achieve the level and type of residential and population growth desired by the school corporation, the community will need to aggressively market to Millennials and young families. To be successful, Cicero/Jackson Township will need to be able to offer the quality of life factors that they value, including walkable communities, mixed uses and local self-employment options. If the community is not aggressively marketed, growth will stay at the low-end of the forecasts and will not include more young children.

III: Setting Plan Goals

This step gives direction to the Planning Process

Community Input

Community input is crucial in developing a plan for a community, otherwise it will just be a guess on the part of local officials and consultants as to what the citizens want.

Steering Committee

Under Indiana law, the plan commission is in charge of overseeing updates to a community's comprehensive plan. Cicero and Jackson Township decided to use a special sub-committee to guide the planning process, comprised of local officials and other citizens representing the community. The steering committee met frequently during the comprehensive planning process. The meetings were open to the public, and were held at Redbridge Park. The steering committee's function was to act as community representatives and guide the preparation of the comprehensive plan.



Lights Over Morse Parade, Cicero

Community Survey

Because a plan is a better fit when it is based on abundant community input, the Cicero and Jackson Township Planning Staff and the Consultant designed a public opinion survey and made it available at the beginning of the comprehensive planning process. The response rate to the Survey Monkey questionnaire (completed both on-line and on paper copies) was extremely high, with over 300 individual responses. For complete details on the survey responses, see Appendix A.

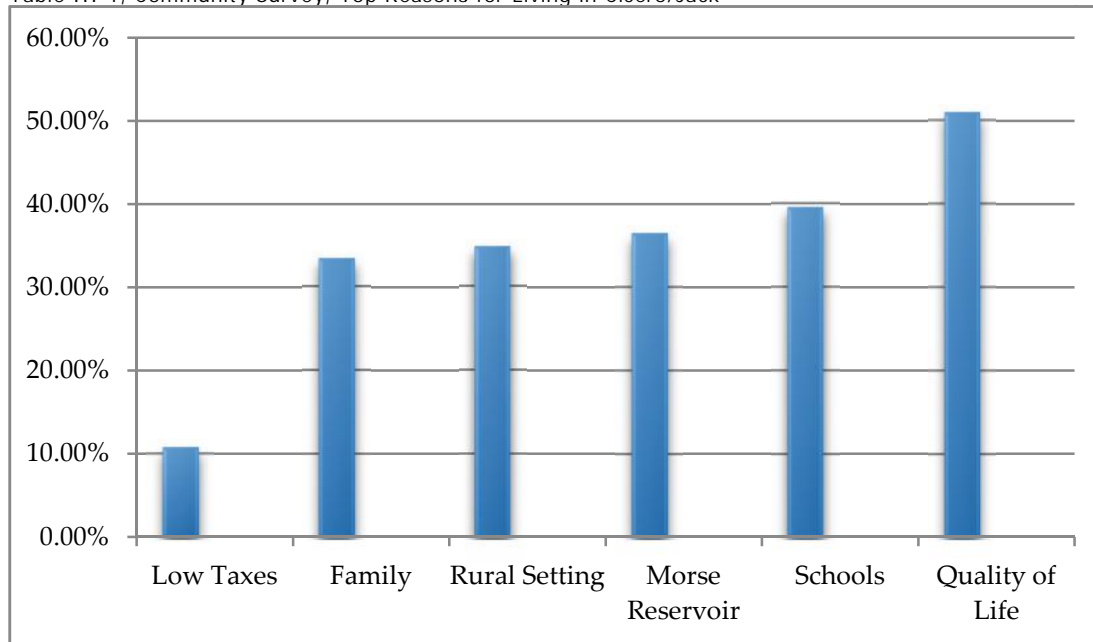
With a 2010 Census population of 7,977 for the planning area (Jackson Township including Cicero, but excluding Arcadia and Atlanta which are not part of the same planning area), the 315 people who completed the survey represent almost 4% of the planning area's population. This is the most significant public input the plan will receive, because it represents more people than will ever come to a public meeting.

Over half of the survey respondents have lived here more than 10 years. Over half of those answering also said that quality of life was a main reason for living in Cicero/Jackson Township. The schools were considered the most important service, with fire and police protection close behind.

Survey Highlights

The main reason people cited for living in Cicero/Jackson Township was the quality of life (50.9%). Since they could choose more than one response, over one-third also said school system (39.5%), Morse Reservoir (36.4%), Rural (34.7%) and/or Family (33.3%). Low taxes got the least amount of votes for a reason to live in Cicero/Jackson Township, selected by just over 10% of the respondents. Note that respondents were allowed to select multiple reasons.

Table III-1, Community Survey, Top Reasons for Living in Cicero/Jack



son Township

Table III-2, Community Survey, Community Growth over the last 5 years

In your opinion, how fast has the community grown in the last 5 years?			
		Response Percent	Response Count
Too Fast		7.4%	21
Just Right		60.6%	172
Too Slow		32.0%	91

"I think that Cicero is a great place to live. People care about each other and take care of each other. I wouldn't want growth to change that."

-- Anonymous Survey Respondent

Table III-3, Community Survey, Type of Community

What type of community would you like to see Cicero become?			
		Response Percent	Response Count
Bedroom Community		21.0%	60
Destination Community		24.8%	71
Mixed Uses		49.7%	142
Retail Center		1.7%	5
Job/Commercial Center		2.8%	8

Which Types of Growth should the Town encourage?

Most people felt that the rate of growth in the past 5 years had been just right, but the majority did want to encourage more single family and senior citizen residential development and more retail and commercial uses.

Table III-4, Community Survey, Single-Family Growth

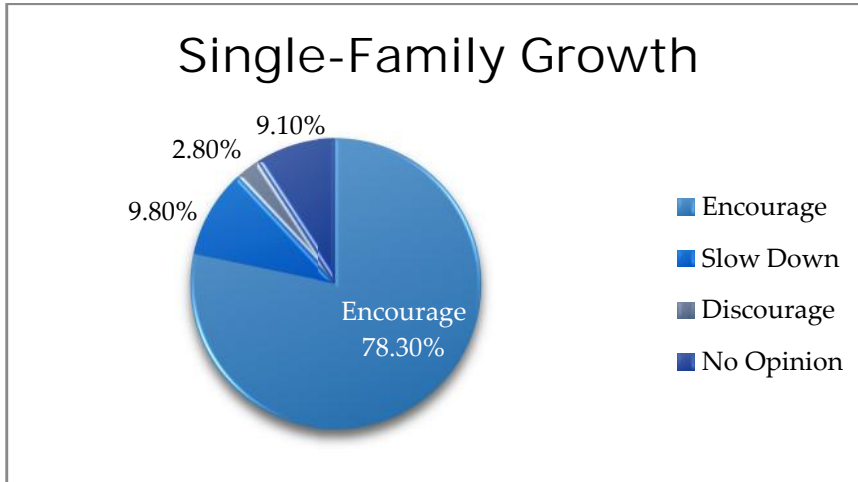
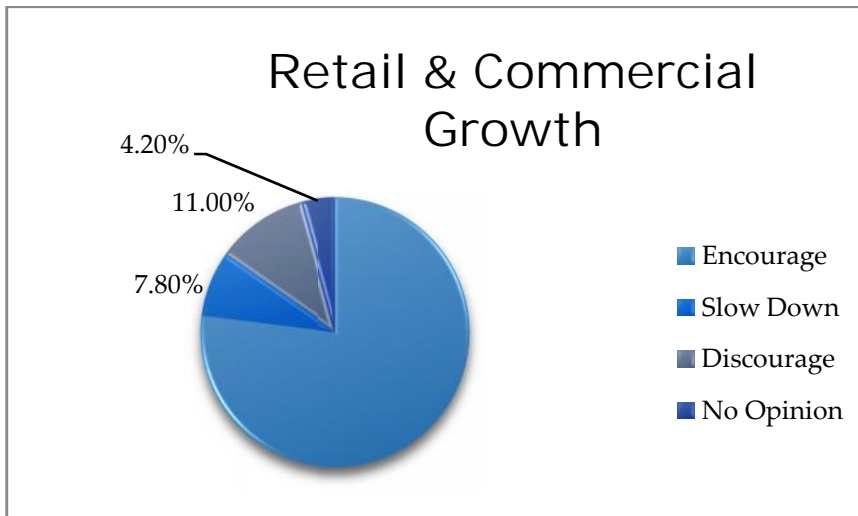


Table III-5, Community Survey, Retail & Commercial Growth



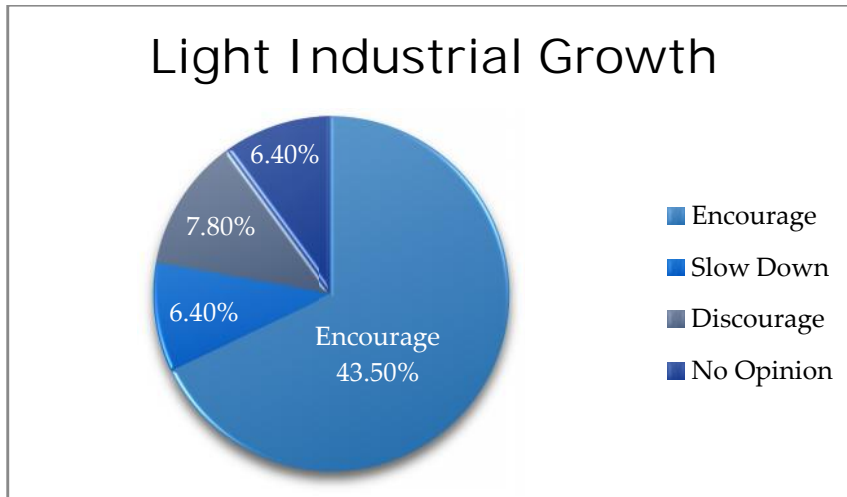


Table III-6, Community Survey, Light Industrial Growth

Preserving the lake shoreline and water quality was identified as the most important goal, from a list of 14 different choices. People were the least interested in annexation (expanding the town's corporate boundaries); one-third did not have an opinion about it, while another one-third did not consider it an important goal. Respondents were almost equally divided over whether they would be willing to pay more taxes or fees for additional municipal services or amenities.

Highest Priority Community Goals (in order of ranking as "very important")

1. Preserve lake shoreline and water quality (63%)
2. Foster a thriving "Downtown" (51%)
3. Develop sidewalks and walking/biking trails (45%)
4. Beautify downtown, town gateways, and major thoroughfares (44%)
5. Charge developers pay fees to help with road improvements (38%)
6. Require builders to incorporate more "green" practices into future development (36%)

Note that the least amount of support was given to annexing more property into Cicero.

Highest Priority Goals for Cicero Parks (in order of ranking as "very important")

1. Provide connecting trails with Noblesville and Hamilton County Parks, and improve quality of sidewalks, walking/biking trails in town (tied)
2. Develop a community/activity center

Note that the least amount of support was given to increasing sports facilities and fields.

Would you pay more in tax or user fee for more services?

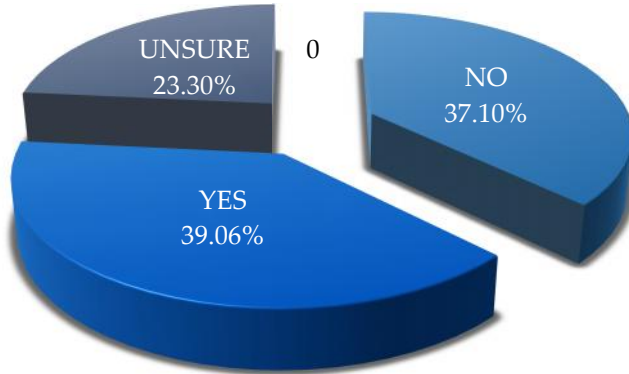


Table III-7, Community Survey, Paying Taxes or User Fees

Public Workshop

The Town held an open house type format workshop at Redbridge Park on October 29, 2012. Although the event had been advertised on the Cicero Facebook and Web Page, on flyers and was covered in the newspaper, attendance was low. Unfortunately high winds from Hurricane Sandy were blowing through the area and may have contributed to the low attendance. For complete details on the survey responses, see Appendix B.

The event was held in an open house format, meaning that people could come at any time during a three hour period, and then complete a group of tasks, including topical worksheets and activities, in any order and at their own pace. The seven topical stations included:

- Brand/Vision
- Parks, Trails & Open Space
- Transportation
- Downtown/Historic Area
- Town/Township Services
- Economic Development & Redevelopment Station

In addition to worksheets for the above six stations, participants were asked to complete another activity, a Strengths, Weaknesses, Opportunities, Threats (SWOT) Brainstorming Exercise, and then vote on what they thought were the most significant issues. Because the community workshop was poorly attended, steering committee leadership decided to extend the opportunity and offer the worksheets at the Chamber of Commerce's annual "Taste of the Holidays" event on November 15, 2012 at Redbridge Park. The worksheet input was viewed primarily as more detail for the responses from the community survey and also served as a starting point for steering committee discussions.

Focus Groups

In 2013, the Comprehensive Plan Steering Committee held a daylong series of six focus groups. The focus groups were extensively promoted, invitations were sent and the discussions were open to the public. The outpouring of support was extremely positive. Over 150 residents, business owners, developers and public officials attended from the planning area and the surrounding region. The focus groups were held to standing room only at the Cicero Library and offered stakeholders an opportunity to inform the steering committee of issues and ideas related to development and redevelopment in Cicero and Jackson Township. The Cicero/Jackson Township Comprehensive Plan Focus Group Topics were:

- Government Services & Amenities
- Parks & Recreation
- Culture, Tourism & Entertainment
- Community Character
- Public Works & Transportation
- Economic Development

After introductions and a quick explanation of the comprehensive planning process, background information about the topic was presented and group discussion began. The notes in Appendix B reflect the discussion of each of the 6 focus groups.

Steering Committee SWOT Exercise

The steering committee engaged in a SWOT (Strengths, Weaknesses, Opportunities, Threats) Exercise in order to identify major community issues. The major issues identified through the SWOT are:

Major Strengths: Morse Lake Reservoir; mix of small town, suburban and rural areas

Major Weakness: Waterfront property owners and property condition

Major Opportunity: Strawtown/Koteewi Park

Major Threat: Reservoir quality

Comprehensive Plan Goals

Using information gathered from the Community Survey, the public meeting, the Focus Groups, their SWOT Exercise, background research by the consultant and personal knowledge and experience with the community, the Comprehensive Plan Steering Committee created a series of goals to guide the community's Comprehensive Plan. The committee organized the goals by topic:

- GOVERNMENT SERVICES & AMENITIES
- PUBLIC WORKS & TRANSPORTATION
- PARKS & RECREATION
- CULTURE, TOURISM & ENTERTAINMENT
- COMMUNITY CHARACTER
- ECONOMIC DEVELOPMENT
- COMMUNITY HEALTH

Goals

I. GOVERNMENT SERVICES & AMENITIES – Be proactive and manage growth.

- GOAL I. 1 - Provide the best government possible.
- GOAL I. 2 - As the community grows, be ready to adjust the way it functions.
- GOAL I. 3 - As the community grows, do everything possible to preserve the small town feel and community image.
- GOAL I. 4 - Encourage public participation and citizenship.
- GOAL I.5 - Be more proactive about economic development and redevelopment
- GOAL I.6 - Work with other government and public organizations to improve regional cooperation.
- GOAL I.7 - Follow a proactive plan for growth.

II. PUBLIC WORKS & TRANSPORTATION – Solve issues.

- Goal II. 1 - Expand and improve the local transportation system.
- GOAL II. 2 - Maintain a healthy infrastructure network.
- GOAL II.3 - Solve existing drainage issues.
- GOAL II.4 - Preserve the lake.
- GOAL II.5 - Increase cooperation and communication with other government entities and other utilities.

III. PARKS & RECREATION – Integrate activity into the community.

- Goal III.1 - Foster a more walkable and bikeable community.
- Goal III 2 - Maintain and grow the local park system.
- GOAL III. 3 - Connect parks to other areas and amenities to create a local and regional system.
- GOAL III.4 - More connection and cooperation

IV. CULTURE, TOURISM & ENTERTAINMENT – Increase efforts to make the community special.

- GOAL IV. 1 - Concentrate on preserving the shoreline and water quality, so the reservoir can be developed as the primary local/tourist attraction
- GOAL IV. 2 - Increase efforts to beautify the community.
- GOAL IV. 3 - Increase tourism.
- GOAL IV. 4 - Enhance the Downtown so it is thriving.
- GOAL IV. 5 - Expand walking trails and greenways.

V. COMMUNITY CHARACTER – Don't lose the community identity.

- GOAL V. 1 - Promote communication with citizens and other agencies
- GOAL V. 2 - Maintain a high quality of life
- GOAL V. 3 - Preserve small town/rural character
- GOAL V. 4 - Encourage more unique local small businesses.
- GOAL V. 5 - Build small town connections.
- GOAL V. 6 - Preserve historic character of the community.
- GOAL V. 7 - Develop sidewalks and walking/biking trails.
- GOAL V. 8 - Recognize the role of reservoir as the main identity for the community and make sure it stays a positive
- GOAL V. 9 - Foster a thriving downtown
- GOAL V. 10 - Become a more attractive community

VI. ECONOMIC DEVELOPMENT – Be proactive about economic development.

- GOAL VI.1 - Become more proactive and better educated on economic development
- GOAL VI.2 - Promote tourism as a big part of local economic development potential.
- GOAL VI.3 - Ensure that the community is ready for more development.
- GOAL VI.4 - Identify areas for development and redevelopment in the comprehensive plan.
- GOAL VI.5 - Create an economic development strategy for the town.
- GOAL VI.6 - Identify and address local economic development weaknesses.

VII. COMMUNITY HEALTH – Make healthy choices easy.

- GOAL VII.1 – Involve key partners in plan implementation, including the schools, the Hamilton County Health Department, Central Indiana Council on Aging, etc.
- GOAL VII.2 – Promote active living by providing a community-wide network of infrastructure for biking and walking.
- GOAL VII.3 –Require new institutional uses, commercial uses and residential development to connect to and provide trails, sidewalks and bicycle facilities, including bicycle parking.
- GOAL VII.4 – Aggressively enforce unsafe building clean up or demolition and brownfield clean up and/or reuse.
- GOAL VII.5 - Use green infrastructure to improve environmental quality for human health benefits.
- GOAL VII.6 - Promote use of public water and sewer as a safer choice over well and septic.
- GOAL VII.7 - Allow community gardens within all residential neighborhoods.
- GOAL VII.8 - Promote the availability of healthy, fresh foods (Farmers Market, partnership with schools, cottage industry and community kitchen support).
- GOAL VII.9 - Increase visibility and access to parks, open space and landscaped areas.
- GOAL VII.10 – Recognize the needs of an aging population by promoting universal design for all facilities.
- GOAL VII.11 - Use Crime Prevention Through Environmental Design (CPTED) strategies to improve public safety and security.
- GOAL VII.12 – Proactively coordinate local disaster preparedness with Hamilton County Emergency Management Agency.
- GOAL VII.13 – Practice disaster mitigation through strict adherence to Flood regulations.

IV: Existing Land Use Considerations

In this step, it is important to find out what you are starting with...

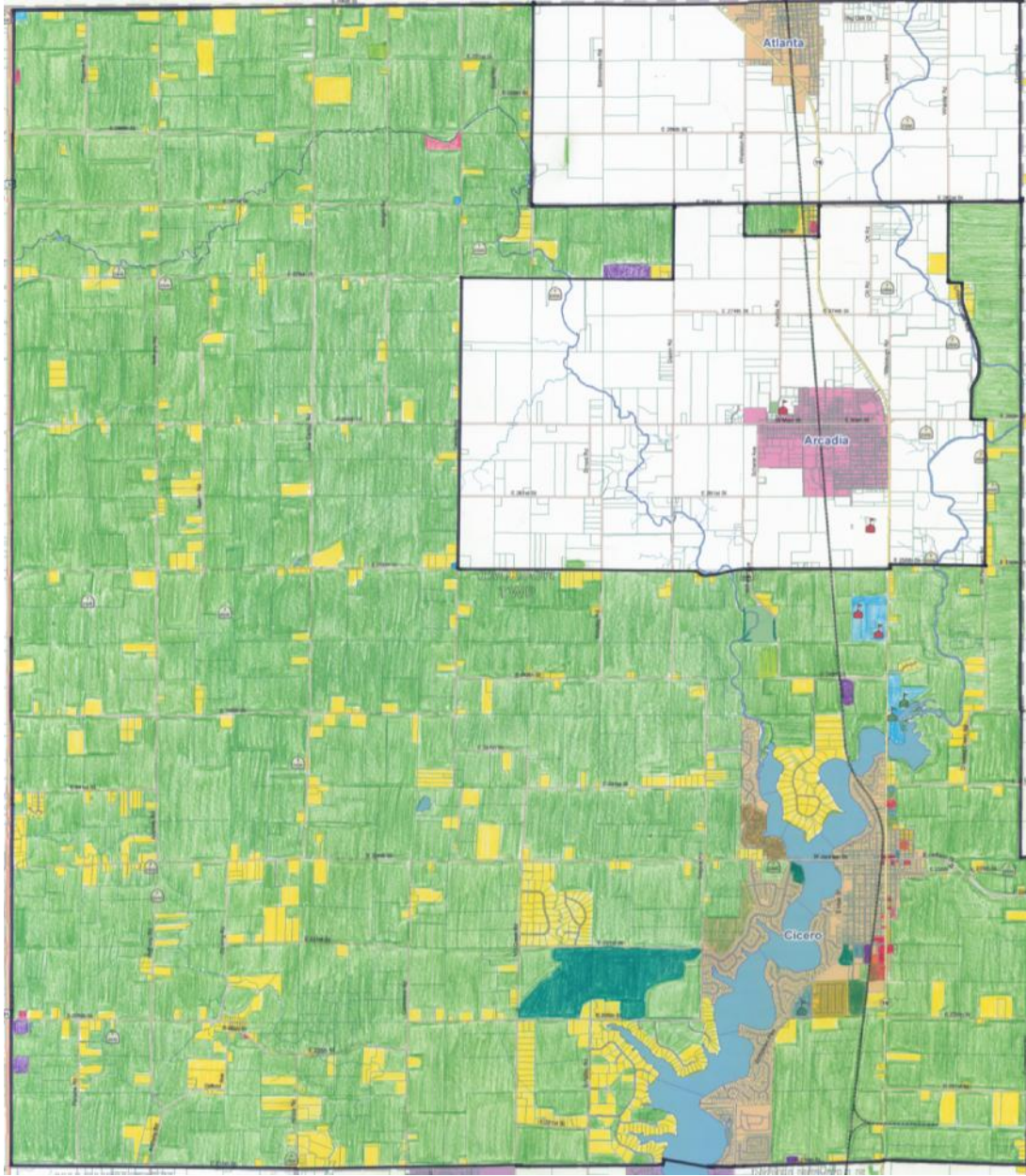
Existing Land Use

It is important to know what existing land uses are currently on the ground before planning for the future, because it is necessary to have a good understanding of what land is available for development. For the purposes of this comprehensive plan, the consultant created an existing land use map, which was considered as the starting point for future land use planning.

The existing land use study revealed that the majority of the developed land within the town is currently developed as single family residential. The principal land use within the unincorporated area of Jackson Township was agricultural. For most communities, the desire is to preserve existing land uses means the planning occurs primarily for undeveloped land. This is true for this comprehensive plan, with the exception of areas that have been identified for redevelopment.

Existing Land Use Map

Cicero/Jackson Township Comprehensive Plan
Final Adopted Plan - 2015



Existing Land Use Key



(Undeveloped) Agricultural



Recreation, Open Space & Parks



Low-density Residential



Institutional



Industrial



Commercial

Existing Zoning

Cicero and Jackson Township recently adopted a new Zoning Ordinance. The Zoning Ordinance update was primarily meant to reformat and update zoning regulations and districts. No existing zoning districts were deleted, but two new overlay zoning districts were added. The Aesthetic Review Overlay is intended to allow for design review, in order to protect appearance and character within key corridors of the community. The Wellhead Protection Overlay is meant to protect the public water well areas.

Since most of Cicero and Jackson Township's existing land use is agricultural, it is surprising that there was not more than one agricultural district. The area was historically agricultural and the previous comprehensive plan recommended preserving as much of that agricultural use as possible. The comprehensive plan future land use map introduces the idea of an Agricultural Enterprise (or Business) Zone.

Cicero/Jackson Township contains the following zoning districts:

- AG: Agricultural
- R-1: Estate Residential
- R-2: Large Lot, Large Home Residential
- R-3: Medium Lot, Medium Home Residential
- R-4: Medium Lot, Small Home Residential
- R-5: Old Town Residential
- R-6: Multifamily Residential
- RC-1: Residential Condominiums 1
- RC-2: Residential Condominiums 2
- MP: Manufactured Home Park
- NC: Neighborhood Commercial
- OC: Office Commercial
- DC: Downtown Commercial
- HC: Highway Commercial
- C-1: Small to Medium Scale General Commercial
- C-2: Medium to Large Scale General Commercial
- C-3: Business Park/Light Manufacturing/Utility
- C-4: Industrial Park/Manufacturing
- PD: Planned Development
- Aesthetic Review Overlay Zoning District (new)
- Wellhead Protection Overlay Zoning District (new)

Consider adding at least one additional Agricultural Zoning District: There are many different kinds of farming, and the impacts are quite different. Confined feeding of livestock has different impacts than row crops or forestry does, so it makes sense for different kinds of farming to have different standards and zoning. Farming today is nothing like the farming of previous generations. In fact, because agricultural technology and practice has been changing so rapidly, it makes sense for Cicero and Jackson Township to consider adding additional Agricultural Districts after the adoption of this plan.

V: Future Land Use Considerations

This is what most people think of when they hear "comprehensive plan"

Future Land Use

Future land use is the heart of the comprehensive plan, and selecting the desired future land uses is one of the most important tasks of a comprehensive plan. It is the process of looking at the development pattern of a community and the restraints of the land, then articulating a vision of how future growth can best be accommodated.

Cicero and Jackson Township will grow more predictably with a future land use map. Development will be encouraged where the existing infrastructure and land can best accommodate growth. Rural parts of undeveloped Cicero and Jackson Township can better maintain that character, while economic development is steered to the most appropriate locations in a predictable pattern of growth.

Future Land Use Projections

Formal future land use projections were not called for under the scope of this plan. Because Cicero and Jackson Township is part of a much larger region, the ability to make reasonably accurate land use projections for a very small part of that region (the town) is difficult.

It was clear from both public input and steering committee discussion that agriculture and single-family residential should remain the primary land uses. However, there was much support to devote a more land to commercial uses, including for tourism.

Interpreting the Future Land Use Map

The future land use map is meant to apply to undeveloped land within Cicero and Jackson Township. Therefore, the existing legal land use for developed properties is accepted as also being the desired future land use, unless designated differently on the future land use map. The future land use map is general in nature, not parcel specific. For example, unless surrounding land uses or physical features vary greatly, it may not matter whether a commercial node occurs on the northeast corner or the southwest corner of an intersection. This approach allows more development flexibility, but also requires more careful interpretation; therefore it is important to confirm the interpretation of the future land use map with local planning officials.

Future Land Use Mapping Process

The Consultant developed two different alternatives, based on background research and analysis and input from the steering committee and the public. The two alternatives were meant to illustrate very different futures, with the expectation that the steering committee would use them as a starting point to craft their own recommendation.

ALTERNATIVE 1 – HAMILTON COUNTY HEALTHY BOOMLET

Alternative 1 reflected in a minor way the optimistic growth boom forecasted for Hamilton County's south side over the next 20 years. During that time, Hamilton County as a whole is projected to grow at a rate of 47%; this scenario reflected a 7% growth in population in the Cicero/Jackson Township planning area by 2035. Alternative 1 relied on much new "green field" growth, with a noticeable reduction in farming within the planning area, as agricultural land was converted to residential and other uses. It reflected an area that was proactive about attracting new, younger residents, including families with school-age children. Most of the residential growth was expected to occur south of 236th ST, between US Highway 31 and Cicero's existing town limits, as Westfield and Noblesville grew to the north.

Scenario 1 concentrated on tourism related business growth, including overnight lodging and restaurants. To make the tourism approach work, the issues with Morse Reservoir were resolved and additional public access was acquired. The waterfront mobile home park was replaced with a resort complex. There is a deliberate effort to support and coordinate with area recreational facilities, including Koteewi Park and Westfield's Grand Park. Local efforts were also directed to promoting active living among residents and tourists. Redevelopment of Red Bridge Park and making more shoreline available for development were crucial. The Indiana Transportation Museum, recreational trails and other bicycle transportation were an important part of this scenario. The historic downtown served as a popular location for restaurants and entertainment, including an outdoor amphitheater.

The 7% growth rate required 2084 new housing units by 2035. We assumed 80% were single-family dwellings, then 1667 additional single-family units were needed by the year 2035. Since single-family is the biggest consumer of land, it made sense to concentrate future land use projections there. Depending on the lot size required, the amount of acreage needed varied:

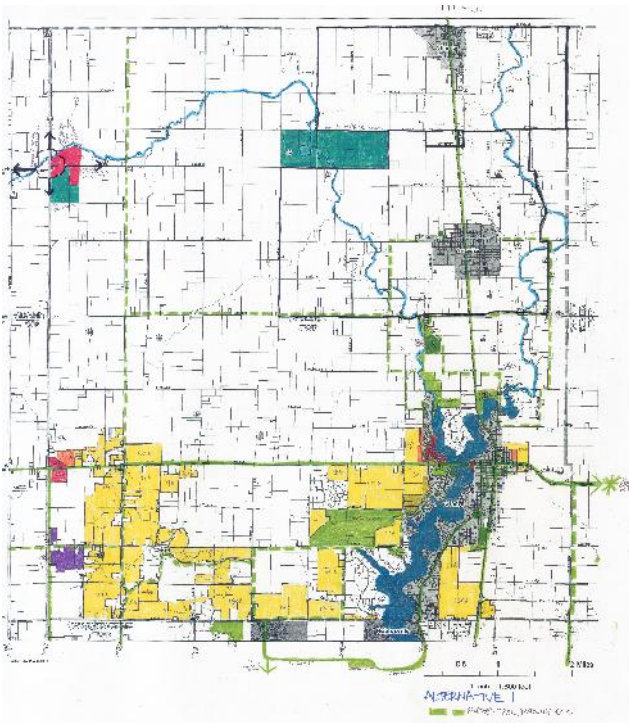
Table V-1, Lot Area Requirements

Average Lot Size – Scenario 1	# Acres that would be required to develop 1667 new SF Lots (including ROW for new streets)
7500 SqFt	344 Acres
10,000 SqFt	459 Acres
15,000 SqFt	689 Acres
20,000 SqFt	918 Acres
1 Acre	2000 Acres
2 Acres	4000 Acres

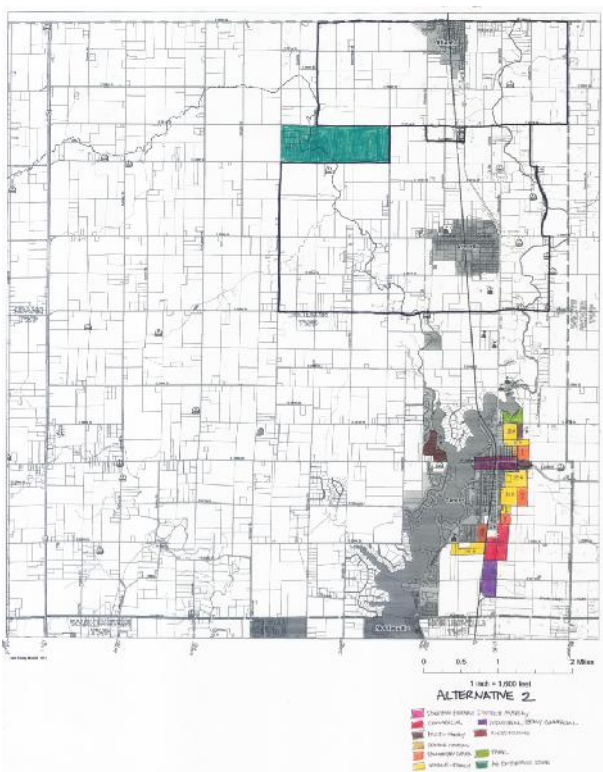
The amount of land shown on Alternative 1 for Single-Family (2926 Acres) reflected an average lot size of approximately 1.5 Acres:

- 302 A new SF N of 236th
- 904 A new SF S of 236th
- 302 A new SF N of 236th
- 302 A new SF N of 236th

Alternative 1 – Hamilton County Healthy Boomlet



Alternative 2 – Small Town/Rural Style



ALTERNATIVE 2 – SMALL TOWN/RURAL STYLE

Alternative 2 represented the preservation of the small town and rural population and lifestyle currently experienced in the community. It reflected a community that was proactive about letting its residents age in place and emphasized neighborhood revitalization with targeted infill and redevelopment efforts, and a strong downtown. The waterfront mobile home park was replaced with a mixed housing development, which includes affordable and senior housing. Accessory apartments were an important part of the effort to keep people in their homes longer, and allow larger homes to be remodeled as two separate units. Entrepreneurial efforts were encouraged with a business incubator and supportive home occupation policies, including arts promotion. In this future scenario, commercial and industrial businesses were recruited for development along the south side of town, along SR 19, with the understanding that the town and county would work to resolve drainage issues, as they currently are. The community was marketed as a “veteran-friendly” small town with low property taxes and low personal crime. The area’s agricultural heritage was capitalized on with a local food focus, including a community kitchen.

The Steering Committee Recommendation on the Future Land Use Alternatives: The Steering Committee combined aspects of Alternatives 1 and 2 to create their recommended plan, which emphasizes a strong downtown and neighborhood revitalization with targeted infill and redevelopment efforts in Cicero over new “greenfield” development within the unincorporated area. Other characteristics include:


- Historic downtown is preserved and healthy, serving as the center for restaurants and regular programmed entertainment within an outdoor amphitheater.
- Tourism related business growth is recognized as important economic development, including new overnight lodgings (bed and breakfasts) and restaurants.
- Other economic development includes support of entrepreneurial efforts, with a business incubator and supportive small business and home occupation policies, including local business promotion.
- The area’s rural heritage is capitalized on with a cottage industry theme, which includes a local food focus.
- Morse Reservoir water issues are resolved and additional land has been acquired for public access and development.
- Red Bridge Park is redeveloped to make the shoreline accessible, with vehicle parking moved away from the water.
- Infrastructure is in place to provide a local walking and bicycling network that connects to other jurisdictions’ trails and bicycle facilities.
- Coordination and connection is in place for area recreational facilities, including Koteewi Park, the County’s White River Campground and Westfield’s Grand Park.
- Indiana Transportation Museum cooperation is an important part of this scenario.
- Local government supports development of US Bicycle Route#35
- New mixed housing development and redevelopment, including the site of the waterfront mobile home park includes townhouses, affordable and senior housing.
- Residents have the support they need to age in place. Accessory apartments are an important part of the effort to help residents stay in their homes.
- New commercial and industrial businesses are recruited for development along the south side of town, along SR 19, where the drainage issues have been resolved with the county.


The community is marketed as a “veteran-friendly” small town with low property taxes and low personal crime in an effort to attract young families. It is also marketed to Millennials and Baby Boomers as walkable, small business friendly and active.

Future Land Use, Cicero and Jackson Township


The Future Land Use Map is an indispensable tool for all sectors of the community and all levels of government. The town can invest public infrastructure dollars more wisely if the location and magnitude of anticipated growth is identified. The Future Land Use Map will also enable individual citizens to be more aware of how Cicero and Jackson Township will develop, assisting them in making more informed decisions about where to live and even where to work. The private sector benefits also, since businesses can use the map to make more accurate growth projections and better position themselves to meet the needs of the future population. The Future Land Use Map will provide developers and landowners with a clear idea of the location and type of development desired by the community, saving them resources of both time and money in assembling development plans. Highlights of the Future Land Use Map include:


Agricultural


 (Undeveloped) Agricultural -- One of the predominant future (and existing) land uses, the agricultural land is meant for continuation of traditional farming uses, including row crops and pasture. Residential uses, in the form of farm homesteads is also appropriate. More intensive agricultural uses, including confined animal feeding operations (CAFOs) are not considered desirable because of the likelihood of their impacts conflicting with expected future development of the county.

 Agricultural Enterprise -- An agricultural enterprise area (AEA) is a tool that can be used to help existing agricultural and agriculture-related land uses survive in the future, by preserving the land and encouraging agricultural economic development. Agricultural property owners voluntarily enter into a farmland preservation agreement with government that enables the landowners to receive local tax credits in exchange for agreeing to keep their farm or Ag-related business in use for a certain number of years. Local government can set target areas, standards and determine the exact incentives to further promote farmland preservation and agricultural economic development in their communities.

Residential -- There are three categories of residential land on the future land use map: single-family, duplex & townhouse and mixed housing. New residential neighborhoods should include tree planting and should follow architectural standards, including anti-monotony provisions for single-family. Architectural standards may be adopted by the Town as part of the zoning ordinance or proposed by the developer as part of a planned development ordinance.

 Single-family Residential -- Single-family is one of the two predominant future land uses, in addition to agricultural. Non-subdivision single-family development is allowed, but should occur only on large lots. Tract housing is highly discouraged outside the Town.

 Duplex and Townhouse -- There are several new duplex and townhouse sites on the future land use plan. For the purposes of the comprehensive plan, this category includes senior housing, low-density condos and apartments.

 Mixed Housing -- Mixed housing may include all types of low and mid-density housing development, including multi-family, but excluding mobile homes. The key is that these mixed housing areas should include multiple types of housing.

Business



Downtown/Mixed Use -- The downtown/mixed use zoning is intended to allow traditional CBD uses such as retail, restaurants, government and office, in addition, less standard uses including artist studios and housing are encouraged. Note that the mix of uses may occur within the same building. The first floor would typically be a use with visual interest, such as retail, restaurants and studios, with housing preferred on the upper floors.



Commercial -- Commercial areas provide restaurants, personal services and retail goods, such as salons and groceries to the local community. These commercial uses do not include "big box" type businesses. This local commercial development should follow architectural and sign standards. Landscaping standards for commercial should include tree preservation, landscape buffers and screening. Architectural and landscape standards may be adopted by the Town as part of the zoning ordinance or proposed by the developer as part of a planned development ordinance.



Heavy Commercial/Light Industrial-- This category does not include intense industrial development, but is targeted to light manufacturing and other uses that include no outside storage. The town intends that these uses follow architectural, landscaping and sign standards. Landscaping should include tree preservation, landscape buffers and screening. Architectural and landscape standards may be adopted by the Town as part of the zoning ordinance or proposed by the developer as part of a planned development ordinance.



Parks & Recreation, Trails -- The land shown on the future land use plan for parks and recreation includes both publicly and privately owned and land. The existing trails are based on the Hamilton County, Indiana Trails map. New trails will need to be developed in cooperation with Hamilton County, and connections coordinated with the Noblesville and Westfield trail systems.



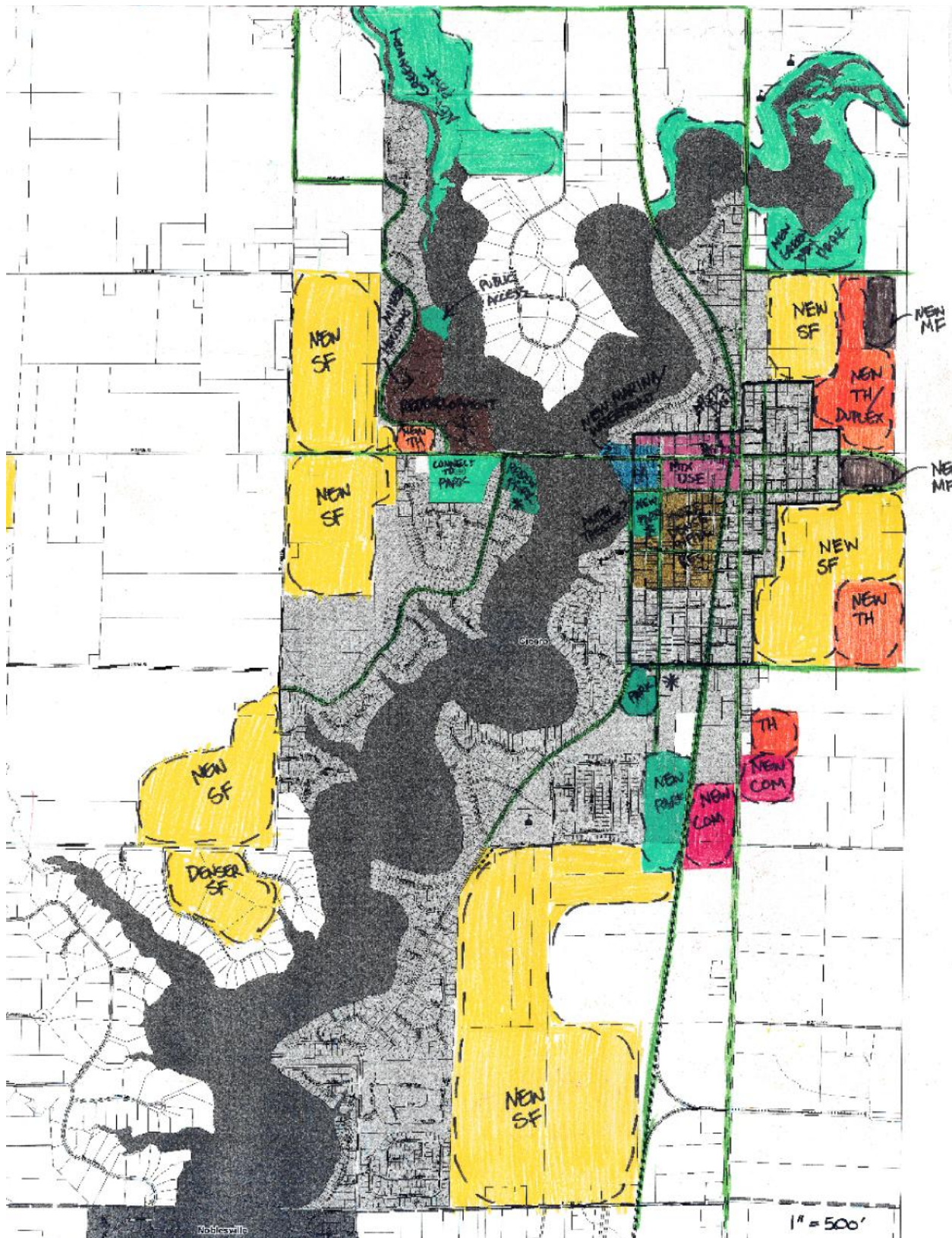
Other Features -- Other features proposed on the future land use map include new roads and a new small lake. The small lake on the east side of Cicero is meant to help solve area drainage issues and act as an attractor for new single-family and townhouse/duplex development.

Future Land Use, Downtown Cicero

Because the Downtown Cicero area is the heart of the Cicero/Jackson Township community, it is helpful to see the future land use plan for that area in more detail. This future land use plan detail clearly shows the historic structures and more detailed land use recommendations, such as Bed and Breakfast locations and a proposed Amphitheater location.



FUTURE LAND USE MAP – CICERO DOWNTOWN AREA



VI: Transportation Considerations

This includes what was traditionally called a "thoroughfare plan", but has been expanded to address more than just roads and cars.

Transportation

Transportation and land use are inter-connected. It is imperative that Cicero and Jackson Township look at all aspects of transportation, not just roads for the use of motorized vehicles. A transportation plan, should consider motor vehicles, transit, pedestrians and bicycles. The town and township should be much more proactive by using this plan to assert their future transportation desires with other levels of government.

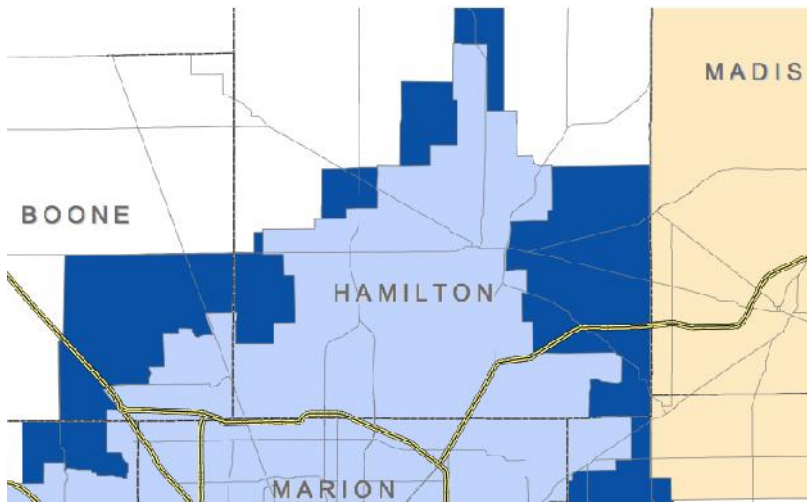
Indianapolis Metropolitan Planning Organization

Federal regulations require each Urbanized Area with a population of 50,000 or more to have a designated Metropolitan Planning Organization (MPO) with the responsibility of conducting a comprehensive transportation planning process. In the Indianapolis region, Indianapolis hosts the MPO. Cicero is included in the Indianapolis Metropolitan Planning Organization (IMPO). Thirty-five cities, towns and counties are under the IMPO's jurisdiction, known as the Indianapolis Regional Transportation Council (IRTC). Cicero's Town Council President designates an IRTC representative for the town, currently Cicero's Planning Director. Hamilton County also has a representative on the IMPO. Township governments are not represented. Note that MPO boundaries are adjusted after every decennial census.

All MPOs are governed by federal legislation and the MPO planning process is a prerequisite for receiving federal funds for airport, transit and highway improvements. The IMPO's transportation plans and recommendations are developed in cooperation with the IRTC's Policy and Technical Committees, both of which meet on a quarterly basis. The IRTC Policy Committee consists of the elected and appointed policy officials of local governments and public agencies. The IMPO focuses all transportation decision-making authority with this Policy Committee. The IRTC Technical Committee consists of planners and engineers from the local governments and public agencies. Of the 35 local governments under the IMPO jurisdiction, 2 of only 4 communities that have opted out of participating in the regional transportation planning process are Jackson Township's Atlanta and Arcadia. The IMPO does require member jurisdictions to contribute a proportionate share of local matching funds to support the transportation planning process.

The IMPO is finalizing new training, tentatively titled "MPO 101", as a educational course for elected officials, government staff, and other interested parties. It is expected to cover the history, core functions, funding categories and project selection processes of the IMPO. It is recommended that Cicero officials and staff take advantage of this class and use it as an opportunity for the town to get more involved with the IMPO.

Cicero/Jackson Township Comprehensive Plan
Final Adopted Plan, 2015



This 2010 map excerpt shows the portion of Hamilton County, including Cicero that is within the Indianapolis MPO. The current urbanized area is shown in light blue, with the area expected to urbanize in the next 20 years shown in dark blue. The MPO plans for both.

Indianapolis MPO Website

Jurisdiction

Even though they are part of the IMPO, Cicero may create a local plan for all the roads and pedestrian, bicycle and transit in the town. Funds may be available through the IMPO to assist with this planning. Once new roads are constructed to local standards, Cicero accepts them for continued maintenance. Funding may also be available from the IMPO for improvement projects. As part of the Cicero and Jackson Township Plan Commission, the township may also plan all the roadways within their unincorporated jurisdiction. The difference is that Hamilton County maintains and accepts the roads within Jackson Township, outside of incorporated areas, and controls funding, design, construction and maintenance of the unincorporated township. It is crucial that the township work proactively with the county to realize the transportation system that is reflected in this document, which serves as the local plan.

Cicero and Jackson Township's planning jurisdiction also includes highways that are under the State of Indiana Department of Transportation's (INDOT) control:

- SR 19 (Peru ST)
- SR 47 (236th /Jackson ST)
- US HWY 31

The state controls funding, design, construction and maintenance of all state highways. This means recent projects, like the causeway improvements were coordinated through INDOT.

Because of the multiple layers of jurisdictions, Cicero and Jackson Township must be proactive about coordinating these plans with the IMPO, Hamilton County and INDOT. Particularly with the state, the community will need to be tenacious to get the transportation results they wish for.

Complete Streets

A Complete Streets Ordinance, passed in 2012, governs the IMPO, including Cicero, but not all of Jackson Township. According to the Indianapolis MPO website, "Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities are able to safely move along and across a complete street. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work."

Roadways that are planned and designed using a Complete Streets approach may include one or many of the following elements: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, and more. A "complete" street in a rural area like unincorporated Jackson Township will look different from a "complete" street in Cicero, but both are designed to balance safety and convenience for everyone using the road. While Jackson Township is not technically under a Complete Streets Ordinance like Cicero is, it is recommended that all planning be carried out as if it is.



The photo on the left shows an urban Complete Street with a bike lane, while the photo on the right shows a rural complete street where bicycles are accommodated on a wide shoulder.



Thoroughfare Plans

A Thoroughfare Plan is a planning guideline that assigns roads to different functional classifications based on amount and type of traffic and connections to support the community's future needs. These plans are based on future land use and designate right-of-way and roadway design standards. A Thoroughfare Plan should cover all modes of transportation that are, or could be, made available to the public, but historically have only covered roadways for vehicular use. Thoroughfare Plans should be reviewed on a regular basis and updated to reflect changes in growth and development, including adoption of a new comprehensive plan.

The County's Thoroughfare Plan was developed 3 years after the Town and Township Thoroughfare Plan (part of the Comprehensive Plan of 2004), but does not reflect that adopted plan. Over the years, the County's focus has been on fast-growing southern Hamilton County, part of the Indianapolis Metropolitan Planning Organization (MPO). Note that the MPO's Complete Streets Ordinance covers much of the County, but not undeveloped Jackson Township. It has been harder for the northern half of the county to get attention, projects or funding.

The Indianapolis MPO leaves it up to each community to set the road standards for their individual jurisdiction. Both the County and Town/Township's current plans have essentially the same road classifications, but those classes have much different standards, particularly for right-of-way width. Hamilton County has extremely wide right-of-way widths:, as shown in this table from the 2007 Thoroughfare Plan:

Cross-Sectional Design Elements

Classification	Right-of-way **	Number of Lanes	Median	On-street Parking	Curb / Shoulders	Clear Zone	Paths / Sidewalks
Primary Arterial	150' * †	4	Yes (12'-16' Curbed / 22' Uncurbed)	Not Permitted ***	2' Curbs / 8' Paved Shoulders	10' Curbed / 25' Uncurbed	Two 10' paths and/or 5' sidewalks
Secondary Arterial	110' * †	2 or 4	Optional (0' - 16')	Not Permitted ***	2' Curbs / 8' Paved Shoulders	10' Curbed / 25' Uncurbed	Two 10' paths and/or 5' sidewalks
Collector	100' *	2	Optional (0' - 16')	Permitted (0, 1, or 2 sides)	2' Curbs / 3' Stone Shoulders	10' Curbed / 23' Uncurbed	Two 10' paths and/or 5' sidewalks
Completed Studies	Refer to individual study	Refer to individual study	Refer to individual study	Refer to individual study	Refer to individual study	Refer to individual study	Refer to individual study

Notes:
 * Add 10' width at intersections for potential right turn lane (500' in length from the intersection)
 ** Minimum required right-of-way. See Hamilton County Highway Geometric Standards for County Roads for corner cuts and details on additional requirements.
 *** Parking may be permitted on a case-by-case basis, particularly in an urban context.
 † May be reduced in an urban context.

Table VI-1, Hamilton County Thoroughfare Plan Cross-Sectional Design Elements

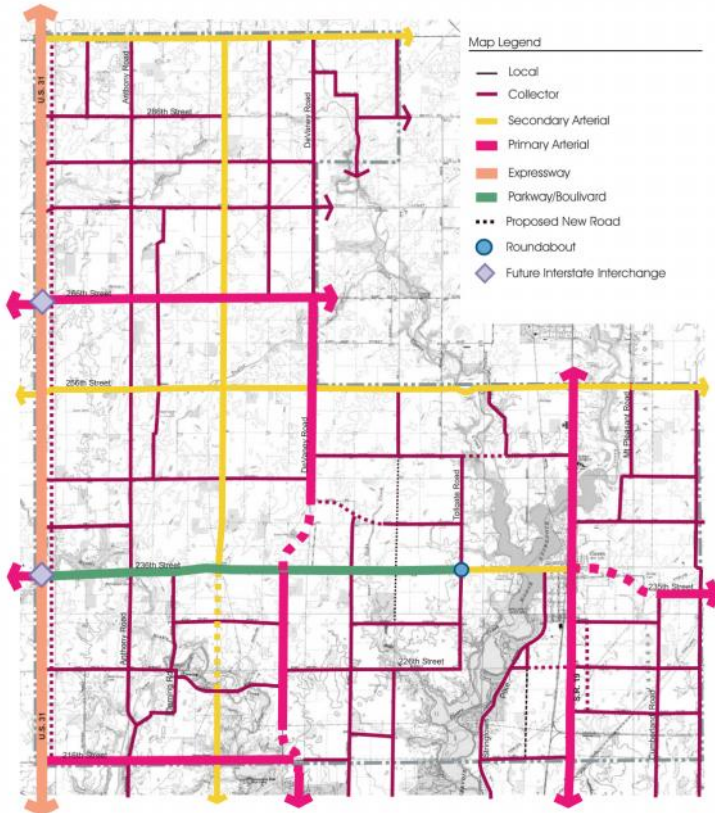
The plan indicates that the minimum right-of-way for arterial roads may be reduced in urban areas, but does not allow the option for Collectors. In fact, Collectors are to add 10' of right-of-way at corners for potential turn lanes. These right-of-way widths seem excessive for new development in Jackson Township, particularly the 100' wide Collector that would be part of every subdivision, including rural conservation subdivisions.

Because most streets within Cicero are already constructed, the only major new streets expected will be in subdivisions in newly annexed areas. Likewise, Jackson Township relies on existing county roads and new streets in the rural area are expected to be concentrated within conservation subdivisions and large mixed-use developments. It is important that the Town and Township have up to date and coordinated standards for new street construction.

The biggest roadway impact is something that is not within local control. The State's recent improvements to US 31, along the western edge of the jurisdiction, upgraded 13 miles to freeway standards, from I-465 at the Marion-Hamilton County line north to State Road 38. The upgrade is intended to reduce congestion, improve safety and provide continuity of commerce and regional travel. Work is complete at the northern limits at the SR 38 interchange. No additional projects have been announced to upgrade US 31 further in Hamilton County, although there is still unofficial speculation about future interchanges in the County.

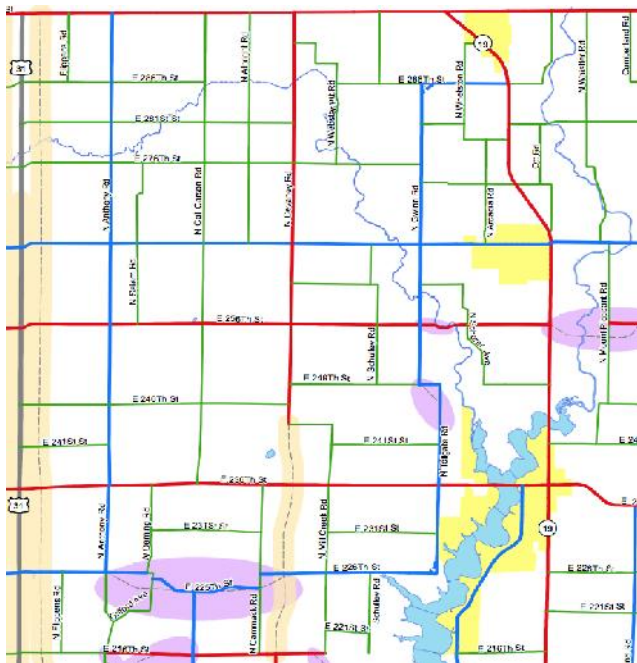
Street Recommendations – Cicero and Jackson Township need to pass a Complete Streets Ordinance that will govern all future street construction and improvements. It is crucial that the community proactively coordinate plans, road standards, and maintenance and road improvements with the County, since it is responsible for all roads in the unincorporated Township. The County's thoroughfare plan is likely to be updated soon and what the county ultimately shows in the plan will have a huge impact on the town and township, so participation is mandatory.

Cicero/Jackson Township Transportation Plan 2004



Perhaps the most striking thing about the 2004 Plan was the recommendation to reconstruct 236th Street as a Boulevard with limited access (shown in green). The plan also incorporated a roundabout at Tollgate Road to help manage traffic and to enhance the entry into Cicero. Note that this plan did not contain a detailed transportation plan for Cicero.

Hamilton County Thoroughfare Plan 2007



Jackson Township

Note: Right-of-way widths may be reduced in urban context

Primary Arterials █
150' minimum right-of-way width

Secondary Arterials █
110' minimum right-of-way width

Collectors █
100' minimum right-of-way width

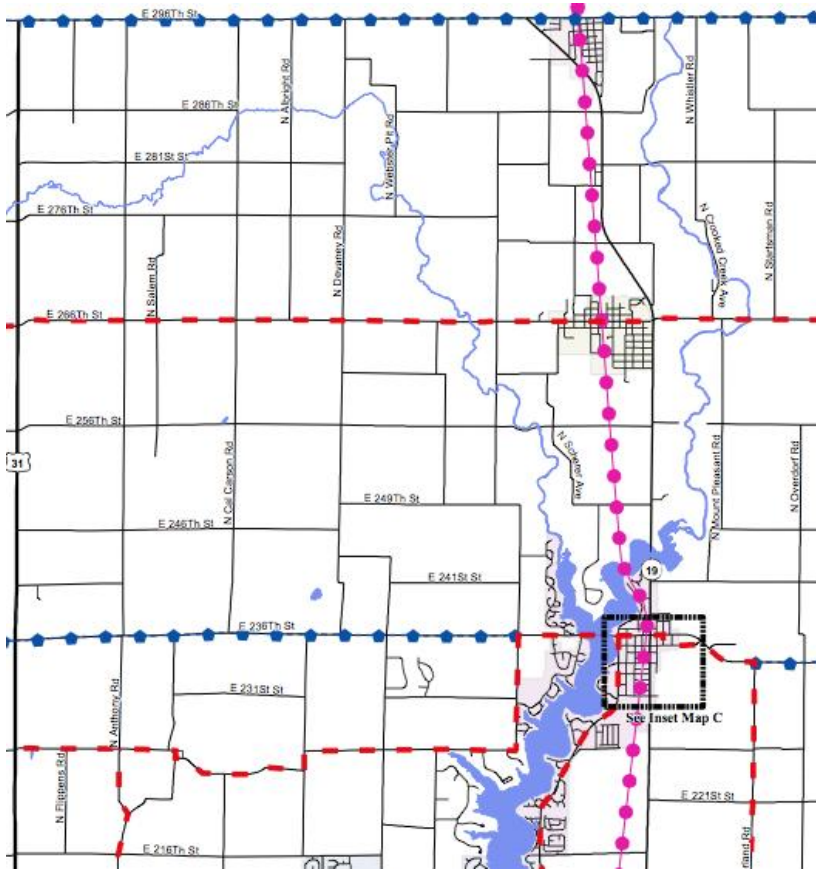
Completed Studies █

Recommended Studies █

Context Sensitive Areas* █

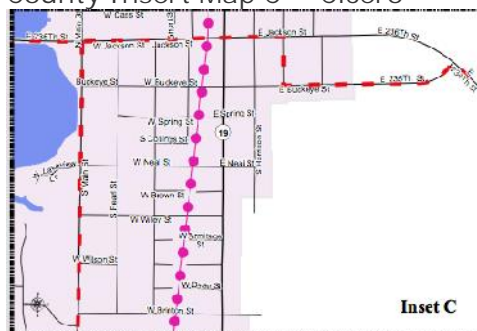
*to provide flexibility in standards when Primary and Secondary Arterials go through an urban context

Hamilton County Alternative Transportation Plan 1995



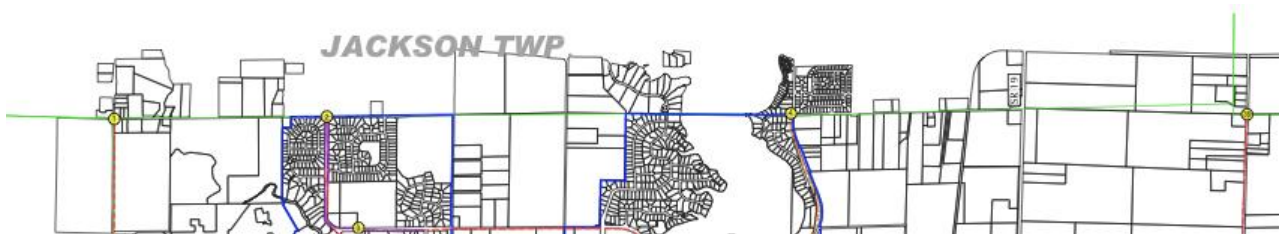
Hamilton County's alternative transportation plan is 20 years old. While improvements envisioned for Jackson Township have not been realized in the generation since it was created, the document shows that facilities for bicycles and pedestrians were considered important. The plan envisioned SR 19 as having a **separated path** along its route for bicyclists. Jackson/236th and 296th Streets were designated for **separated parallel multi-use paths** for bicyclists and pedestrians. 266th Street 226th Street, part of Anthony Road, part of Cumberland Road and Stringtown Pike were shown as **shared roadway paths** for bicycles. A separate inset map was developed for the downtown Cicero area, as depicted below. The Cicero map shows shared roadway paths for Main Street and 234th/Buckeye connecting to Jackson Street.

County Inset Map C -- Cicero



"Alternative Transportation" is a term that is no longer favored to describe transportation by bicycle, foot and transit. "Alternative" implies something that is secondary or less important and modern transportation planners prefer to define these modes as other forms of transportation, which are just as important as the motor vehicle.

Noblesville's more recent Alternative Transportation Plan indicates trails planned along **Stringtown**, **Little Chicago**, **Hinkle** and **Cumberland** Roads, either in **easement** or **right-of-way**. A proposed **open space trail** is shown along 216th Street:



Noblesville's 2010 – 2011 Alternative Transportation Plan

Pedestrians and Bicycles

Pedestrians and bicyclists can be accommodated within existing right-of-way or on trails. Specifically, sidewalks are the primary mode for walking in the community and Cicero's sidewalk network is incomplete and in need of maintenance. There are very few sidewalks outside of the town limits. Some streets may be low enough in traffic volume for pedestrians to walk in them, but sidewalks are a safer alternative.

A pedestrian network must be maintained, including ensuring that sidewalks are shoveled, which does not always happen in the downtown now. Photo from 465web.com



This plan recommends that Cicero encourage walking by supporting infill development and compact, mixed use development that accommodates pedestrians. Providing for continuous sidewalk connectivity within the Town is crucial. The non-discounted retail cost for installing a concrete sidewalk is approximately \$4.00 per square foot. The town can install it at a cheaper price because it would typically get a discount from commercial installers or would use city staff to install it. Many communities employ a "temporary employee" summer sidewalk crew. Some communities, including Columbus, Indiana, have an annual budget to share the cost for sidewalk replacement with adjacent homeowners.

Bicyclists ride primarily on local streets, but also use sidewalks when available. There is no local ordinance prohibiting bicycling on the sidewalk. Jackson Township and Cicero have no marked bicycle lanes. Some streets and roads have wide enough shoulders to accommodate experienced bicycle riders.



This bicycle monument, or Ghost Bike, was placed for a cyclist, who died in 2013 of head injuries on the Monon Trail in Indianapolis. He apparently caught his handlebar on a branch and spun, hitting his head on a tree trunk, and died. His friends and family put up the ghost bike to encourage others to wear a helmet. Ghost bikes, always painted white are found all over the world. This is believed to have been the first one to appear in Central Indiana.

Note that there is a difference between planning for recreational bicyclists and for commuting cyclists. Recreational cyclists would prioritize connections to regional recreational and entertainment facilities, such as the Monon Trail, Grand Park and Strawtown-Koteewi Park. Since Cicero is not an employment center, commuter bicycle priorities would be connections to nearby employment centers including Noblesville.

Members of the Central Indiana Bicycle Association (CIBA) have conducted several recreation and training rides in the area over the past years. The proposed bicycle routes through Cicero and Jackson Township shown on the map include recreational riding routes used by the membership of CIBA, but should only be viewed as a starting point for Cicero and Jackson Township's completion of a Bike and Pedestrian Plan.

Despite the community's wide streets and low speed limits, drivers need to be educated to become more aware of bicyclists and riders will need to take safety seriously. Last summer a bicyclist riding southbound at night on Main Street, between Neal and Buckeye Streets, was either struck on the handlebars or startled by a driver passing, causing him to lose control of the bike and crash. He was not wearing a helmet and sustained severe head trauma, later dying from his injuries. The Indiana bicycling community has begun lobbying for the state to create a bicycle safety 3' passing zone for automobiles, already in place in the small towns of Elkhart and Carmel. In the meantime, a local 3' passing law and more public education (including through the Parks Department and the schools) would help develop a safe local bicycling culture.

U.S. Bicycle Route System

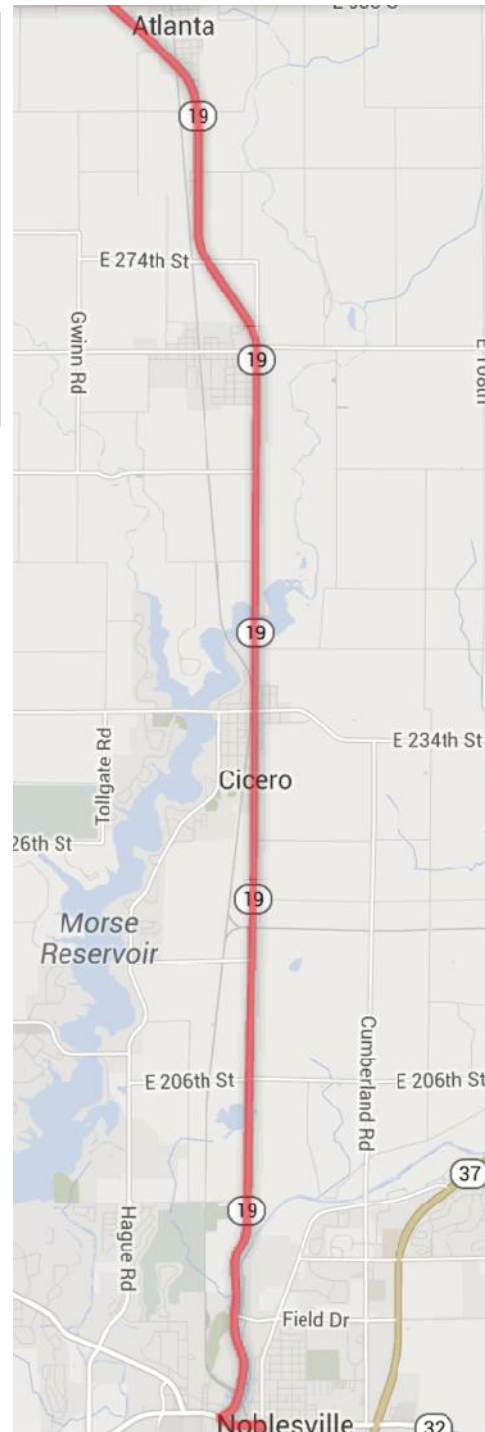
The U.S. Bicycle Route System is a developing national network of bicycle routes which will link urban, suburban, and rural areas using a variety of appropriate cycling facilities. The National Corridor Plan suggests the best placement for U.S. Bicycle Routes based on extensive research; it is intended as a guide for states wishing to implement U.S. Bikes Routes.



The proposed U.S. Bicycle Route #35 is intended to run through Jackson Township and Cicero generally along the same route as SR 19, in Hamilton County, as shown in red on the map on the right.

To date, 6,790 miles of U.S. Bike Routes have been established in 15 states. Presently, United States Bicycle Route #35 (USBR#35) is set to run from the Michigan State Line into LaPorte County south through Jackson Township in Hamilton County, on to Indianapolis and Louisville. USBR#35 links county roads, city streets, state highways, and rail trails into one continuous bikeway. The entire route will eventually be designated by the American Association of State Highway and Transportation Organizations (AASHTO). AASHTO also sets the standards for all federal, state, and local road designs, construction, and signage in the United States. They initially worked with Adventure Cycling to identify general routes. The Hoosier Rails to Trails Council is now leading the volunteer effort on USBR#35 in Indiana.

At the local government level, once the overall route is proposed, each segment must be endorsed by the city or town council for local streets, by the county commissioners for county roads, by the state highway agency for state highways, and by boards of directors of trail groups, or departments of governments owning trails. These endorsements together create a folio of supporting petitions. At the state level, locals and state volunteer cyclists work with the state bike/pedestrian coordinator and others in INDOT to get permission to use state highways for a segment of the national bike route and to get an approval that the folio is in order, and has all needed endorsements. Once INDOT accepts it, the folio is sent to AASHTO for final approval as a recognized national bicycle route.

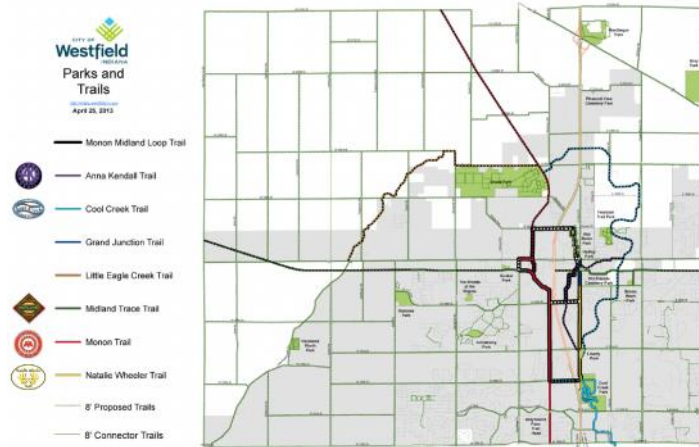


Coordination with Adjacent Jurisdictions

Adjacent Hamilton County and nearby Noblesville and Westfield all have adopted Trail and/or Bicycle and Pedestrian Plans, using both on and off-road facilities. Cicero and Jackson Township should coordinate their bike planning efforts, including those for USBR#35 with these communities.

Pedestrian and Bicycle Recommendation – Walking and bicycling should be a big part of the community's future, leading to more healthy residents and more tourism opportunities. It is time to start building a local bike culture through public education and safety measures, as local government works on a Bicycle and Pedestrian Master Plan, followed by installation of sidewalks

NOBLESVILLE PARKS & RECREATION



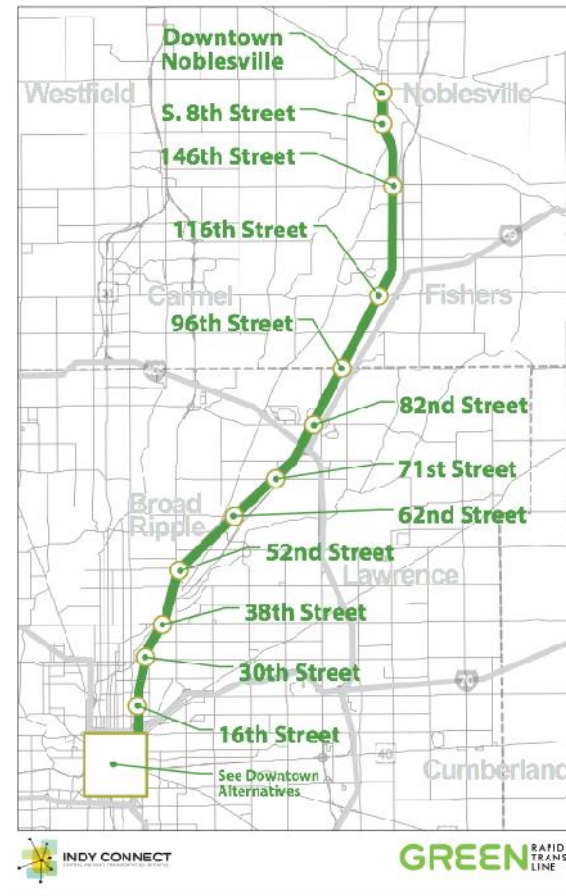
GREENWAYS AND TRAILS FROM FOREST PARK



Public Transportation

Janus Developmental Services, Inc. operates an on-demand public transit system for Hamilton County. The program is available to meet the transportation needs of individuals with disabilities as well as the general public and is scheduled on a first come, first served basis with bookings up to 2 weeks in advance. The Hours of Operation are weekdays from 6:00am — 6:00pm and Saturdays from 7:00 am — 3:00pm. Noblesville does not currently have a local bus service, but if it did develop one in the future, a special Cicero route is worth exploring.

Currently there is no commuter bus service from nearby Noblesville to downtown Indianapolis, although it is temporarily available from Fishers. Bus Commuter service from Carmel stopped at the end of 2014. Indy Connect, a partnership with the Indianapolis Metropolitan Planning Organization, CIRTa and IndyGo, is conducting a Rapid Transit Line detailed study along the 23-mile long corridor that follows the Hoosier Heritage Port Authority railroad corridor (also known as the Nickel Plate Line) from Downtown Indianapolis to Downtown Noblesville. The study is needed to obtain federal approval and funding for transit service in what is known as the "Green Line" in the Northeast Corridor of the Indianapolis Region. This area was identified because of the highly concentrated population and employment centers, opportunities for development and redevelopment, and a lack of direct interstate access.



The Draft Environmental impact statement and Coordination Plan was completed April 2014. it is anticipated that Federal Transit Administration will issue a combined Final Environmental Impact Statement and Record of Decision(ROD) for the project in Spring 2015. In any case, the ROD will indicate that the project has satisfied all requirements of the National Environmental Policy Act (NEPA). The ROD will be distributed to participating agencies, posted on Indy Connect's project website and published in the Federal Register. Following publication of the Record of Decision, the application is completed and submitted to Federal agencies for permits, licenses or other project approvals, tentatively within a year of ROD.

Public Transportation Recommendation – The advent of the Green Line could be a huge bonus for Cicero, making it easier and cheaper to commute to work south from the community. It is crucial that local officials support and become involved in this project. The town and township, in cooperation with the other Hamilton County Planning jurisdictions need to advocate for transit to be part of the County's next Transportation (Thoroughfare) Plan update. Extra coordination with Noblesville is needed to monitor the possibility of future city bus system, and whether it could service Cicero. Regular meetings with the involved agencies are an important starting point.



Bus Rapid Transit in Cleveland, Ohio

Bus Rapid Transit (BRT) is the leading candidate for mode of operation on the proposed Green Line. Flexible because it runs on regular streets, faster than regular bus service and cheaper to create than streetcars or light rail, BRT improves transportation choices at a relatively low cost.

Roundabouts

As Cicero/Jackson Township develops, the community faces the question of when and how to upgrade intersections from stop sign control to a higher capacity method of regulating traffic. Traditionally, this is done through the installation of traffic signals, with associated lane improvements to allow the devices to work effectively. At many locations in the planning jurisdiction, roundabout intersections would provide a viable alternative to traffic signals or multi-way stop sign control. Instead of showing potential roundabout locations on the Thoroughfare Plan, roundabouts should be considered as an alternative whenever traffic signal warrants are met or at any intersection where all-way stop control exists.

Roundabouts designs can vary significantly, but all modern roundabouts share these common features:

1. One-Way Circular Flow -- All traffic circulates around a center island in a single direction, which allows traffic to enter the roundabout safely from multiple directions at the same time.
2. Yield at Entry -- Traffic entering the roundabout yields to traffic already circulating within the roundabout.
3. Approach Deflection -- Traffic is deflected from a straight path as it enters the roundabout in order to circulate around the central island. This forces entering traffic to travel at low speeds and thus increases the safety of the intersection.
4. Precise Geometry -- The roundabout size and geometry are designed to meet the specific traffic patterns and physical constraints of a particular intersection.

Other jurisdictions are increasingly selecting roundabouts for intersections over traffic signals or multi-way stop control due to superior traffic flow, safety, reduced delay, appearance, and speed control. Roundabouts are not the best solution at every intersection, but have been successfully used in other Indiana communities. They are particularly effective in residential areas for traffic calming and aesthetic reasons, at locations where traffic signal approaches would require bridge widening, and where roadways approach at

odd angles. Local drivers are already accustomed to using roundabouts elsewhere in Hamilton County, so there would be a short learning curve expected.

Safety is one of the primary reasons that roundabouts are becoming more popular. Crash rates are approximately half of those at a signalized intersection. Crashes that occur at roundabouts are typically much less serious and rarely fatal, due to lower speed, absence of broadside and head-on collisions and the provision of a safety refuge for pedestrians. Roundabouts usually cause shorter delays than traffic signals, except at very high traffic volumes and thus can even reduce the need to widen roads.

Following is a list of considerations that Westfield, Indiana included in their Thoroughfare Plan to assess whether roundabouts might be appropriate at a specific location:

Potential Advantages

- Does it provide good traffic operations with low delay for vehicles over a wide range of volumes?
- Will it accommodate high left turn volumes better than traffic signal?
- Does it provide improved safety for vehicles compared to traffic signals or stop control with proposed design?
- Will it slow all entering traffic to provide a calming effect?
- Can it be combined with non-traversable medians as an access management tool?
- Will it look attractive and will it include center island landscaping?
- Can be modified to accommodate changing traffic conditions?
- Could it reduce the need for additional lanes on intersection approach roads?
- Would it eliminate electrical power and maintenance costs of traffic signals?

Potential Disadvantages

- Can bicyclist use of multilane roundabouts be done safely?
- Can blind pedestrians negotiate the roundabout?
- Is more right-of-way required immediately adjacent to the intersection?
- Will drivers be able to easily learn how to negotiate the roundabout?
- Will it require more lighting than a stop-controlled or signalized intersection?
- How will maintenance of landscaping treatments be taken care of?



Roundabout at the western edge of downtown Carmel

A single lane roundabout should typically be adequate for an intersection of two collectors. A two-lane roundabout may be necessary at the intersections of arterials.

Roundabout Recommendation: When warrants are met for the installation of a traffic signal or at any intersection where all-way stop control exists, the installation of a roundabout should be considered as an alternative traffic control measure.

Proposed Thoroughfare Plan

Transportation and land use planning are inseparable and should be planned for at the same time; what one does affects the other. The planning and design of thoroughfares and other transportation networks involves a broad range of considerations:

- **What types of streets are in Cicero/Jackson Township's street hierarchy and what are the basic functions of each?**
 - **Freeways** – US Highway 31 is the only Freeway within the jurisdiction. It is designed to move traffic through the area, with limited connection to the community's street network only through planned interchanges. Freeways are intended to have no direct land access.
 - **Major Arterials** – Major arterials are intended mainly for through traffic movement rather than land access. Full or partial control of access is desirable on these facilities. It is important that primary arterials are coordinated across jurisdictional lines since, by definition, they serve trips that typically originate or end outside the planning area. Typically they are the highest traffic volume corridors in the community. The spacing of principal arterials is usually about one mile.
 - **Minor Arterials** -- Minor arterials connect with and supplement the primary arterial system. Generally, they provide lower travel speeds and accommodate shorter trips than primary arterials. They are intended to serve a mobility function, with some access to land. Although minor arterials have an access role, they should not penetrate neighborhoods and good access management practices should be used to protect their mobility function. They provide travel service trips of moderate length. The design year average daily trips (ADT) is typically in the range of 2,500 to 15,000 vehicles per day. Spacing of minor arterials is usually a maximum of one mile.
 - **Collectors** -- Collectors serve a balanced role with respect to mobility and access. As the name implies, they collect traffic from local roads and provide a link with arterials. They carry a low portion of through traffic and a high portion of local traffic with an origin or destination within the area. If not served directly by an arterial, all major traffic generators and neighborhoods should be served by a collector roadway. Collectors penetrate neighborhoods to link the arterial network with local streets. Spacing is approximately ¼ - ½ mile. The design year ADT is typically a maximum of 4,000 vehicles per day.
 - **Local Streets** -- All public streets not classified as arterials or collectors are classified as local streets. Local streets provide direct access from abutting property to higher classified streets. They are often internal subdivision streets. Service to through traffic is discouraged and traffic calming may be used. Traffic speed is low and typical ADT is generally less than 1,000 vehicles per day. Most roadway mileage within any jurisdiction is on local streets.
- **How can the various users (motorists, bus passengers, commercial vehicles, bicyclists and pedestrians) be best accommodated?**
 - Cicero/Jackson Township needs to adopt a Complete Streets ordinance and philosophy for the entire jurisdiction.
- **How should the street system be arranged?**
 - A connecting grid street pattern is preferable, except when natural constraints make a grid costly or impractical.

- What access (if any) should be provided to adjacent properties?
 - Access depends on streets classification. The highest class of Freeway (US Hwy 31) prohibits direct access and access to primary arterials is very limited. Access to local streets is the least restrictive.
- What landscaping and urban design features should be incorporated?
 - The zoning and subdivision ordinances should require streetscapes, including street trees, streetlights and sidewalks.
- How can cost and environmental constraints be considered?
 - Environmental constraints include the White River Watershed, wetland and flood areas, and drainage issues. Applicants who do not want to develop to local standards may appeal for a subdivision modification from the plan commission.
- How can streets best relate to topography and land development?
 - Streets in the jurisdiction should be connected, with provisions made for connections to adjacent land as it develops. Cul-de-sac streets should be discouraged. A modified grid may be used to accommodate environmental features, including topography.
- What should be the spacing and scale of the streets?
 - Arterial streets should follow existing 1 mile spacing used on county roads.
 - Collectors may be spaced up to ½ to ¼ mile apart.

The Proposed Cicero/Jackson Township Thoroughfare Plan County's Plan strives to create a street network with more connections, completing a street grid whenever possible. This is most noticeable in the number of proposed new collector streets shown on the plan. The increase in proposed collectors is intended to facilitate connectivity. Note the proposed collector street locations shown on the map are meant to be general locational guidelines, and may be adjusted by the plan commission as development occurs.

In addition to new collector connections, there are also some new arterial road connections shown on this Thoroughfare Plan, primarily missing segments of existing roads, including:

- 276th between Gwinn Road and SR 19
- 226th between Deming and Carmack Roads
- 216th between Mill Creek and Schulley Roads

The other notable change is the additional of trails and/or bicycle infrastructure to this Thoroughfare Map. As with the proposed street locations, these accommodations are intended to be a general guideline and may be adjusted by the Plan Commission as development occurs.

There are several differences between Cicero/Jackson Township's proposed Thoroughfare Plan and Hamilton County's Plan. As already discussed, this plan shows many more collector streets than the County's plan. The County prefers to allow the applicable planning jurisdiction to guide collector street connections through case-by-case review and use of stub streets on subdivision plats. While this may allow the maximum flexibility for future development, Cicero/Jackson Township's policy of putting suggested collector locations on the Thoroughfare Map helps ensure that these important streets are considered by the Plan Commission and the developer.

Specific differences in road classifications include:

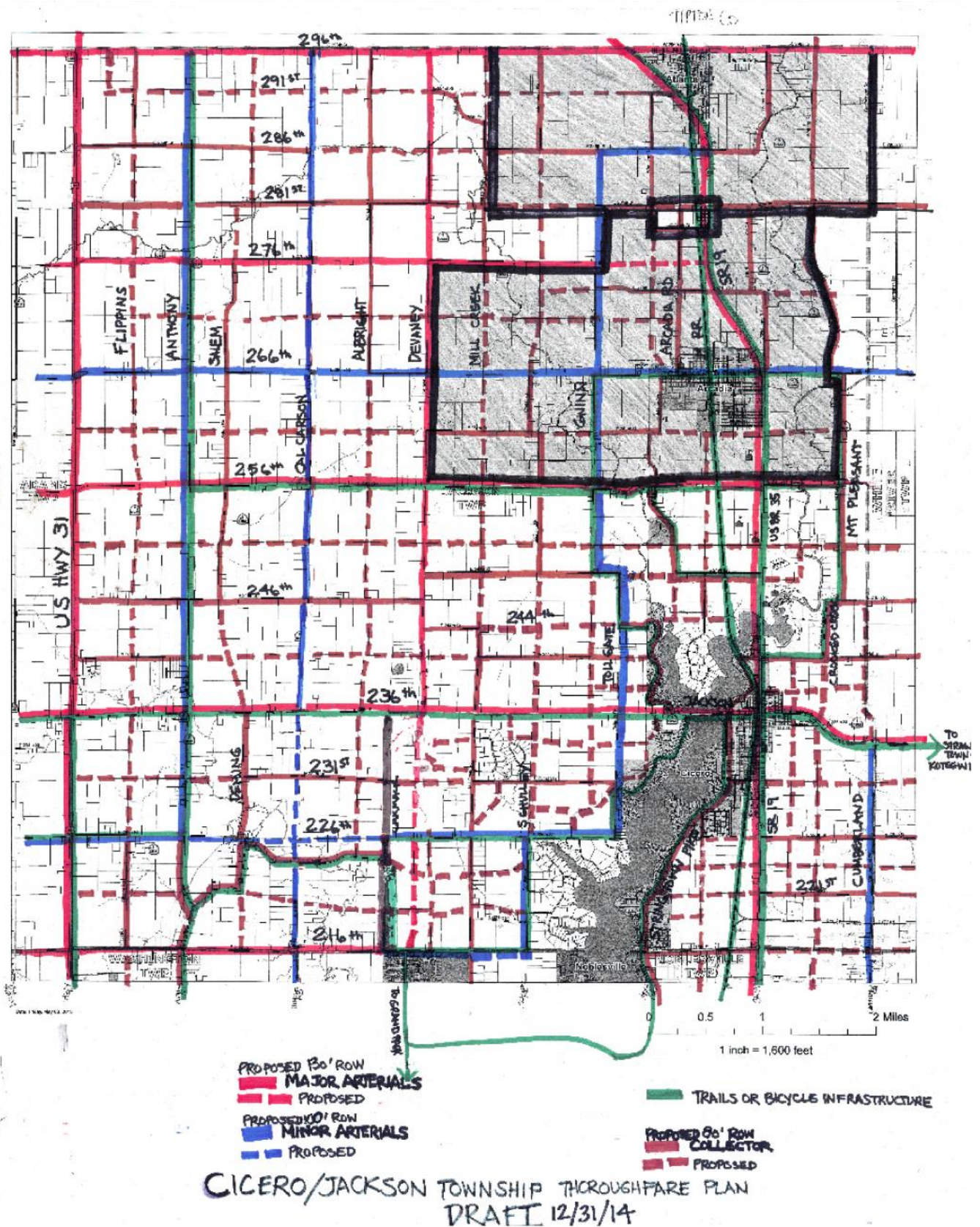
- 276th Street — C/JT classifies it as a major arterial, while the County recently upgraded it to a secondary arterial from a Collector in order to be eligible for Federal Funding.
- Schulley Road — C/JT classifies it as a minor arterial. Hamilton County shows it as a collector due to its short segment length, but concedes that future development in that area may warrant a reclassification to a minor arterial.

The other major difference between the County's Thoroughfare Plan and the Cicero/Jackson Township Thoroughfare Plan is the proposed right-of-way widths.

Table VI-2, County and Cicero/Jackson Township Right-of-Way Width Differences

Street Classification	County Minimum Right-of-Way (ROW) Width	Cicero/Jackson Township Minimum ROW Width	Notes
Major/Primary Arterial	150' (plus 10' at intersections)	130'	<i>Even though the County allows arterial ROW width to be reduced in urban areas, those widths and the collector widths are still wider than needed for this small town, suburban and rural area. C/JT's ROW widths are minimums, so the Plan Commission may require more right-of-way as needed.</i>
Minor/Secondary Arterial	110' (plus 10' at intersections)	100'	
Collector	100' (plus 10' at intersections)	80'	
Local		50' (per Subdivision Ordinance)	

PROPOSED Thoroughfare Plan



VII: Development

Since Cicero and Jackson Township can expect to grow, they must determine what type of development to accept with that growth.

Development Types

There are three different types of development that Cicero and Jackson Township can experience:

- New “greenfield” development
- Infill development
- Redevelopment

“Greenfield” development is new development that occurs on undeveloped land where there is not (much) infrastructure in place. In this community, most of that available undeveloped land is farmland in unincorporated Jackson Township. There is a system of county roads, but many of them are already overloaded and sub-standard. These roads do not have pedestrian or bicycle facilities. Public water and sewer is not typically available outside of the town. There is much agricultural land in Jackson Township that could be developed as “greenfield development”.



This residential lot for sale on Cicero's Wilson Street, located 2 blocks from the public library and park, is considered infill development.

Infill development takes place where there are gaps in current concentrated development areas. Cicero is where the concentrated development is in the planning area, which means that infrastructure and services are already in place. Infill development typically tries to match the character and scale of the surrounding area. Although the town was originally developed with a compact grid layout, not every lot is fully developed. There are undeveloped and partially developed lots in Cicero that are suitable for infill development.

Redevelopment of existing developed areas may occur where land is underdeveloped or used for something that is not its highest and best use. Often redevelopment occurs on properties that are aging, poorly maintained or are compromised environmentally. Most redevelopment occurs in municipalities. Cicero has many older areas that are not historically significant and are not the optimal use for the property, including waterfront property. There are also developed sites that are vacant and poorly maintained. There are developed lots in Cicero that are suitable for redevelopment.

All development has certain needs such as roads, school bus service, and emergency services. Municipal development typically gets more services, but taxpayers pay an added tax layer over township residents for those services. The more spread out land uses are within a community, whether rural, suburban or urban, the more costly providing the services becomes (i.e., extending a water line), and those costs are typically passed on to all taxpayers.

Concentrated development makes it easier to

Healthy Community Bonus:
Concentrating development makes our communities more walkable. As obesity, heart disease, and diabetes continue to rise among Americans, communities need to begin looking at how their development and redevelopment can make it easier to live more healthy lifestyles. According to an article published by the US News and World Report, “many studies [have] clearly shown that walking--the cheapest, easiest, and most common physical activity for most Americans--reduces risk for many of these deadly diseases.”¹

anticipate and plan for impacts to infrastructure and services. Scattered development leads to other costs, like longer response times for emergency services and increased costs and riding times for busing students to schools. Scattered development also causes more driving and less walking and bicycling, leading to a less healthy populace and consumes land at a higher rate. Based on economics, farmland preservation and quality of life, concentrated development makes more sense.

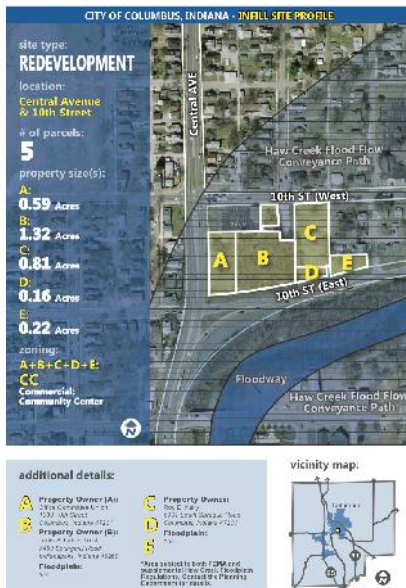
Development Type Recommendation: Cicero/Jackson Township should prioritize concentrated development, in the form of infill development and redevelopment, as well as discouraging new residential greenfield development that is not concentrated.

- Prioritize concentrated infill development and redevelopment over new “greenfield” development.
- Ensure that any “greenfield” residential development is concentrated, in the form of conversation subdivisions with their own community sewers or large mixed-use developments.
- Employ aggressive strategies to encourage and attract targeted types of development.
- Set local standards to ensure high quality and compatibility of all development and redevelopment.

Priority Development Areas: Infill Development & Redevelopment

Top infill and redevelopment areas in Cicero and Jackson Township were selected based on visibility and location, and are shown on the Downtown area future land use plan. These properties may not be available at this time, but that does not mean that local government may not be able to acquire them or influence development of them. Specifically, profiles should be developed at a minimum for the following sites:

- The Downtown – Infill development and limited redevelopment.
- The Waterfront including Red Bridge Park and Vinegar Hill on both sides of the Causeway – redevelopment.
- The Hidden Bay Mobile Home Park (northwest side of Causeway) – redevelopment.
- NRG Site, east of Library, north of park – redevelopment.



Infill Marketing Recommendation: The Plan Commission will need to actively market the availability of these sites. Columbus, Indiana's Planning Department Website contains a section on infill site profiles: <http://columbus.in.gov/planning/infill/>, shown on the left in an example.

Downtown Recommendations

- Historic District -- Establish limits of extended historic district area along Jackson Street, and adopt design regulations to preserve the character of the area. Consider also adopting a local historic preservation ordinance.
- Identify Redevelopment Parcels -- Ensure that non-contributing structures, such as the existing Cicero/Jackson Township Plan Commission Office are identified as appropriate for redevelopment
- First Floor Standards -- Require that the first floor of structures is visually interesting and pedestrian-friendly (i.e., use of windows).
- Sidewalk Use – Allow the use of public sidewalks for outdoor dining and very limited temporary outdoor display of merchandise.
- Reduce Vacancy -- Do not let vacant buildings set empty. Arrange with property owners to temporarily use or rent them at reduced rates for use by local partners, such as the school corporation, parks department and arts council to rent them for other active interim uses.
- Redevelopment Commission – Use the Town's redevelopment commission to ensure that the downtown has the tools and control of properties necessary.

Red Bridge Park and Vinegar Hill (south side of Causeway) Recommendations

- Property Control – Resolve property control issues through legal means, so that the town is able to use the waterfront for the highest and best use.
- Red Bridge Park -- Redevelop Red Bridge Park to move parking away from the waterfront, opening up access to the public. Reconstruct a larger community building that can also serve as a larger meeting venue, a location for conferences, wedding receptions, etc.
- Vinegar Hill – Concentrate on developing the east side of the causeway for recreational uses. Explore a possible marina site and more public park space, including trail connections. Use the powers of the Redevelopment Commission if necessary.

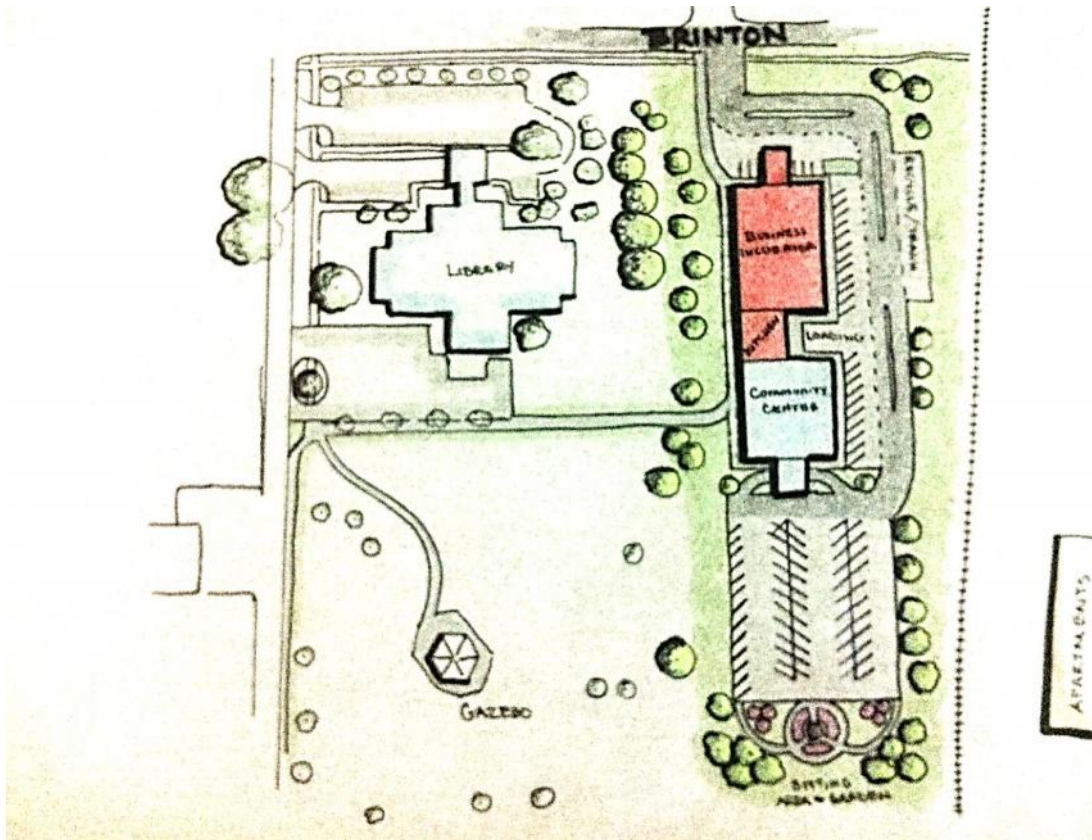
Waterfront Mobile Home Park Recommendations

- Provide Low-Cost Housing Options – As part of the redevelopment of this site for mixed residential, ensure that an equal number of low-cost housing options replace the mobile homes. If not all the low-cost housing units can be accommodated on this site, locate them simultaneously elsewhere in the community.
- Waterfront Access – Provide public waterfront access as part of site redevelopment.
- Non-Residential Uses -- Allow for some non-residential accessory uses, including restaurants and other waterfront appropriate uses.

NRG Site Recommendations

- Ownership – The town needs to obtain ownership of this key site, next to the library and park, through whatever means are necessary.
- Use – Several uses are plausible on this site, as determined previously by the Ball State University Graduate Planning class project. A study would help determine which use is most feasible and best for the community.

Proposed Redevelopment of NRG Site by Ball State University's PLAN 632 Class, Fall 2013

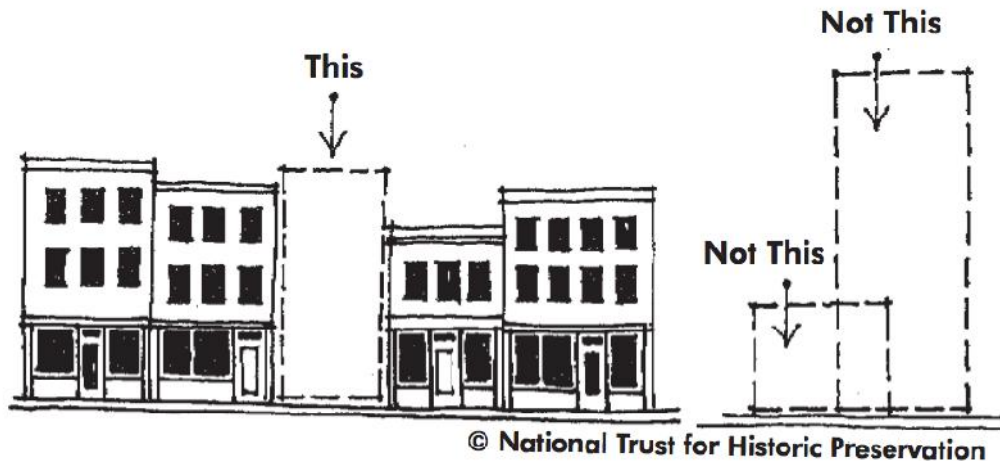


Infill Compatibility

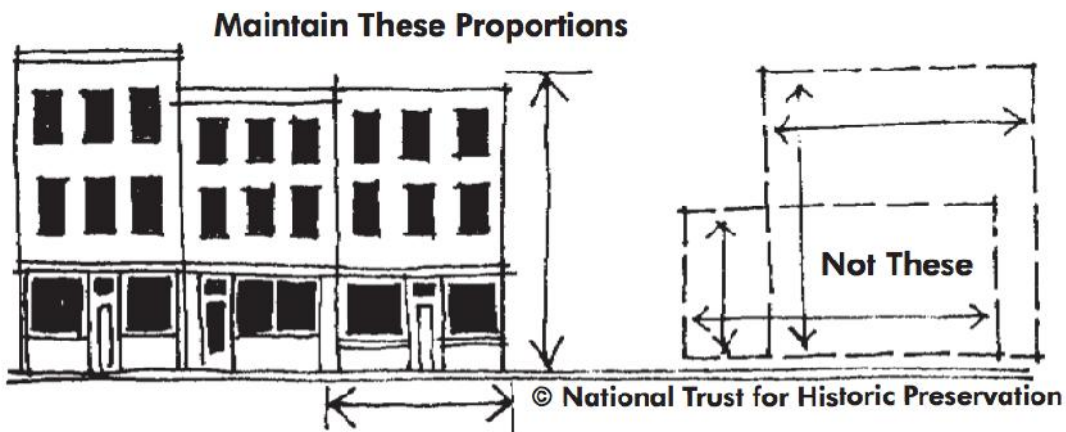
Maintaining the existing character of development is crucial if new infill development is to fit in, especially in Cicero's historic downtown area. The National Trust for Historic Preservation provides some simple examples of infill compatibility for height, proportion and setbacks that are applicable to the Town.

Infill Compatibility Recommendation: Compatibility typically includes height, proportion and setbacks, and should also be extended to building materials and architectural style in Cicero's downtown. These standards can be included as regulations in the zoning ordinance to ensure that the community retains its historic character, as illustrated below.

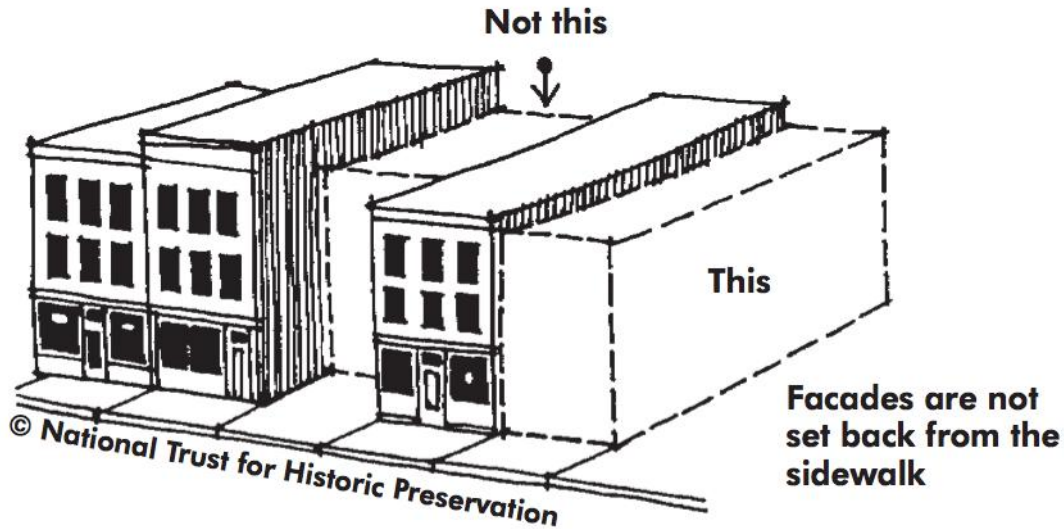
HEIGHT EXAMPLE-- Buildings in town centers or established neighborhoods share a similar height. Infill construction should respect this. A new facade that is too high or low can interrupt this consistent quality.



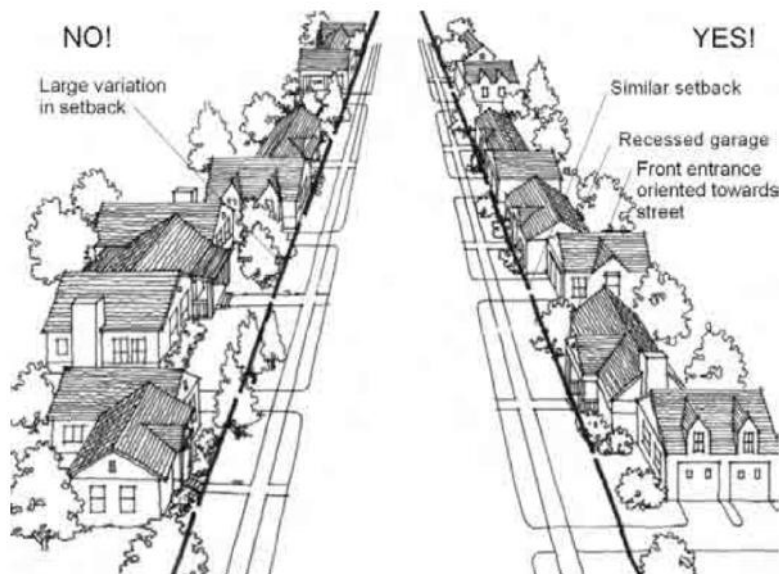
PROPORTION EXAMPLE -- The characteristic proportion (the relationship between height and width) of existing facades should be respected.



RELATIONSHIP TO STREET EXAMPLE -- The new facade's relationship to the street (setback) should be consistent with that of its neighboring buildings.



RESIDENTIAL NEIGHBORHOOD COMPATIBILITY – Residential infill development should be compatible with the established character of the existing neighborhood by utilizing similar setbacks, lot coverage, scale and building orientation.



Overland Park, Kansas has an INFILL/REDEVELOPMENT DESIGN GUIDELINES AND STANDARDS Handbook, available on-line at <http://www.opkansas.org/wp-content/uploads/downloads/2004-infill-and-redevelopment-design-guidelines.pdf?&redir=1>

The illustration at right shows infill examples in a single-family residential neighborhood.

Figure 6—Infill development should be compatible with the established character of the existing neighborhood by utilizing a similar setback and building orientation.

Preserving Historic Buildings and Small Town Character

The 2004 Comprehensive Plan asked, “What is small town character?” In addition to historic buildings, these elements were generally seen as contributing to small town character:

- A healthy, vibrant downtown as the center of the community
- Use of a grid (or modified grid) street pattern
- A complete pedestrian network (sidewalk system)
- A healthy public park system
- Providing a variety of land uses
- An identifiable streetscape “look” for the Town
- A compact and complete development pattern
- Homes on public water and sewer
- Curbs and gutters on streets

The historic building at SR 19 and Jackson Street, current home of the 10 West Restaurant.



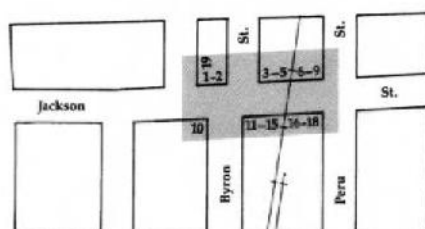
Historic buildings are major contributors to small town character and in addition to requiring that infill and redevelopment around historic buildings be compatible, it is also crucial that the Town actively work to preserve its historic structures. There are a number of historic buildings in Cicero and Jackson Township, but more of those buildings are being lost every year. There are currently no local historic preservation or historic conservation districts or standards.

Federal law required all states to complete a historic sites and structures inventory. In Indiana, the Department of Natural Resources, Division of Archaeology, was responsible for the inventory, and partnered with Indiana Landmarks to conduct the survey on a county-by-county basis.

Hamilton County's results were captured in an illustrated report in 1992. Although dated, the report is the logical starting point for local historic preservation, containing a list of all inventoried structures, with maps and photographs, in addition to including a suggested historic district. Structures were rated:

- Outstanding – is or should be on the National Register of Historic Places
- Notable – above average in importance, may still be eligible for the National Register
- Contributing – pre-1940 buildings that are not important enough to stand on their own but may be part of a historic district
- Non-contributing – non-historic buildings in a historic district

The interim report identified one historic district, located in Downtown Cicero along Jackson Street, between Short Street and SR 19, as shown below:



Of the 19 structures identified in the district, only the Knights of the 1895 Romanesque Revival Knights of the Pythias Building on the southwest corner of Jackson and Byron rated an outstanding. Several buildings were considered notable, including the 1895 Case and Collins Buildings and the 1910 I.O.O.F. Building, all on the south side of Jackson between Byron and Peru. Also considered noteworthy were the old 1936 Town Hall building on Short Street and the 1895 Bealls Block on the north side of Jackson Street.

Note that the Hamilton County Inventory is only available digitally through the library at IUPUI: <http://indiamond6.ulib.iupui.edu/cdm/compoundobject/collection/IHSSI/id/19956/rec/18>



Google Maps Image Capture September 2013

The above aerial view shows the proposed Historic District area today. Below, the Current Cicero/Jackson Township Plan Commission office is shown at the west end of the Historic District and would be a good site for zero setback infill development/redevelopment.



Google Maps Streetview Image Capture September 2013

A view East on Jackson Street confirms that much of the historic character of Cicero's downtown is being lost, replaced by newer lower-story buildings of different architectural styles and materials.



Google Maps Streetview Image Capture September 2013

In addition to loss of historic buildings in the downtown, there are challenges related to the railroad tracks, also part of Cicero's history and non-conforming land uses that are oriented to the railroad tracks. The lack of landscaping and the outside storage along the corridor do nothing to make the area more attractive.

Google Maps Streetview Image Capture September 2013





Google Maps Streetview Image Capture September 2013

While the building on the left retains the same general scale as the other buildings, it is not a compatible architectural style to the neighboring historic buildings on the south side of Jackson Street.

The former 1930 Gothic Revival Bethel Lutheran Church on the north side of Jackson Street, between Washington and Pearl Streets, located outside the historic district also rated an outstanding. It is worth extending the district west to the causeway to include this building.



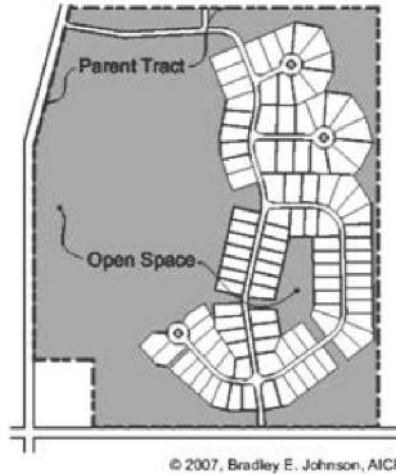
Google Maps Streetview Image Capture September 2013

Historic Building Recommendation: A local historic district would protect against the loss of historic structures. If this is not politically feasible, an overlay district that sets standards for architecture, scale and building materials would not block the destruction of historic buildings, but would ensure that whatever is rebuilt is compatible. Downtown considerations should also include street trees and zoning regulations against outside sales and storage. Whatever the tool, historic preservation or conservation is an important next step for the Town.

Preserving Rural Character in Jackson Township

The easiest way to preserve the rural character of Jackson Township is to simply not develop it. While it may not be possible to keep all of unincorporated Jackson Township agricultural, first priority should be given to infill and redevelopment within Cicero. As rural Jackson Township experiences development, the following elements should be preserved. These elements, which are still valid, were generally considered by locals to contribute to a rural character as documented in the community's 2004 Comprehensive Plan, which said the rural area should contain, "Limited land uses, primarily Agricultural, with some single-family and recreational land use". Other rural character descriptions included:

- Farmland
 - Rolling topography
 - Trees along fence rows
 - Street Trees
 - Hilly roads
 - Open views
 - Large residential lots
 - Low density subdivisions
 - Farm structures
 - Wetlands and small ponds
 - Low levels of light pollution
 - Homes on private wells and septic systems
 - Narrow roads
- The illustration at the right is an example of a conservation subdivision from the Bloomington, Indiana Unified Development Ordinance



Conservation subdivisions should be promoted as a way to maintain the rural resources, and should be enabled in the zoning and subdivision ordinances. Also, without the use of extreme farmland preservation tools (like purchase of development rights or agricultural enterprise zones with tax credits) coupled with restrictions against residential development in Agriculturally Zoned districts, farmers will continue to sell their land off for development.

While the presence of farms is part of Cicero/Jackson Township's character, that character won't be entirely lost if the other elements are preserved to the extent possible. Cicero and Jackson Township could also implement Open Space Standards in their Zoning and

Subdivisions Ordinances to help preserve the open space that contributes to rural character.



Photo by Chris Bowman, Cicero Parade on July 4, 2014, flickr

Rural Character Preservation Recommendations: The rural character of Jackson Township can be preserved primarily by preserving farmland and discouraging scattered residential development. Farmland preservation tools and an update of Agricultural Zoning can help. Residential development should be concentrated in the form of conservation subdivisions and open space standards are needed. These tools need to be enabled in the zoning and subdivision ordinances.

Development Type

Residential Strategies

- Direct residential development within Cicero, where public water and sewer are available. Annex property and extend the grid street pattern when necessary.
- Require conservation subdivisions as the only alternative to develop residential subdivisions outside of the Town.
- Promote more senior citizen and "empty nester" housing, including adding accessory apartments to established single-family -- this will allow people to age in the community.
- Allow mixed-use buildings in the downtown area that include residential and commercial space.

Commercial Strategies

- Concentrate on the downtown as the heart of the community's commercial area. Develop low-interest loans for façades and historic preservation.
- Focus on home occupations and small business development, which will grow more jobs in Cicero and Jackson Township.



Home occupations and small business development will lead to more home conversions, such as exist on SR 19 now, as shown on the left.

Google Maps Streetview Image
Capture August 2013

- Develop a "cottage industry" plan for Cicero and Jackson Township, which emphasizes local products, including food. Consider sponsoring a Commercial Kitchen and business incubator.
- Increase local tourism related to Morse Reservoir by improving water quality and gaining control of key waterfront parcels.
- Prepare for more local tourism and new tourism spillover from Westfield's Grand Park and Hamilton County's Strawtown-Koteewi Park by working closely with Hamilton County Tourism, Inc. Take steps to encourage establishment of Bed & Breakfasts, support local restaurants and entertainment options, and offer quality recreation, including working for USBR#35, connecting to area trails and installing bike lanes.

Heavy Commercial/Light Industrial Strategies

- Encourage only clean, low impact, small-scale industrial uses, such as research and development or tool and dye.
- Require all outside storage to be screened and all operations to be conducted indoors.
- Locate new industry on “greenfield” land along SR 19, on the south side of Cicero.

Institutional Strategies

- Support the growth of the Parks Department as an essential part of a successful future.
- Encourage the use of public-private partnerships in meeting service needs, including working with schools and library to provide support for recreation programming.



Cicero's programming for the inaugural triathlon is a good start for recreational programming that will attract visitors to the community.

It is important to begin more programming for regular recreation opportunities for local residents.

- Work with Nickel Plate Arts Council to increase visibility of local artists.
- Create a new Town Hall in the downtown.
- Recognize the importance of churches in Cicero and ensure that historic church buildings are preserved for other uses if they are no longer needed for worship.

Development Strategy Recommendations: Cicero/Jackson Township must cultivate all types of development in the community. Cicero has become primarily a “bedroom” community, and attracting new single-family residential development is important, particularly for the schools. For the future financial health of the community, other land uses are needed to help offset the cost of providing services, since most single-family development does not pay for the services it consumes through taxes. More commercial development is important for the community to succeed in the future as a tourist destination and provide the quality of life that residents expect.

Development Quality

Design Standards

Ugly buildings can have a significant negative impact on the surrounding property owners and the community's image. Specific architectural standards are not be determined as part of the comprehensive plan, however the plan should give some direction for their development. In order for Architectural Standards to be effective, they must be required, not optional. Separate architectural standards should be developed for both residential and non-residential property. Other general considerations for development of the architectural standards:

- Beef up landscape requirements for all zoning districts.
- Focus on what's visible, such as perimeter lots in subdivisions, the front of a building, etc.
- Regulate building materials so that undesirable materials are not used on the facades in certain areas.
- Give choices on ways to add visual interest, instead of just prescribing one standard.
- Focus on building's relationship to the street, prohibiting "turning the back of the building" (where service and loading takes place) to the street.
- Require windows on commercial buildings, especially on first floor elevations visible from a street.
- Set a minimum roof pitch for residential buildings.
- Set minimum roof overhangs on residential.
- Include anti-monotony single-family provisions, emphasizing style not color.



Hendricks County, Indiana has minimum residential design standards that include anti-monotony provisions:

- Mirror images of the same configuration/elevation do not meet the requirement
- No house shall be the same front elevation design as any other house within 2 houses to each side of the subject lot nor directly across the street
- No single front elevation design may be applied to more than 25% of the front elevations within any single phase of a development

Design Standard Recommendations – Mandatory design standards are important for Cicero and Jackson Township to ensure that new and infill development meets the standards of the community, particularly in the downtown area, new development along US Highway 31 and in new residential developments. Design standards should be incorporated into the zoning ordinance for maximum enforceability.

Enforcement

The best design standards will fail if they are not enforced. There must be follow-up to ensure that conditions are met and maintained. Enforcement of basic standards like junk cars and high grass is also important because much of a community's character is related to how neat and clean it appears. Ticketing would be a much more efficient and expedient way for Cicero and Jackson County to do enforcement.

Enforcement Recommendation – Implement ticketing to enforce all zoning and subdivision ordinance standards. Discretion should be used with enforcement, including use of warning tickets with a flexible time period for compliance, depending on the issue.

Single-family Residential Standards

In addition to implementing minimum design standards, such as anti-monotony provisions for Cicero and Jackson Township, the community should also require all new residential developments be laid out to enhance the character of the community; to improve connections between neighborhoods, public amenities and institutions; and to include a mix of housing types addressing the full range of local housing needs. These things add a true neighborhood feel, which results in quality subdivision.

Streets

Close attention to the layout of a neighborhood's streets enhances the livability of a neighborhood and reduces costs. Streets and associated infrastructure are a major component of the total development cost of a neighborhood. Streets that are excessively wide or inefficiently designed will add unnecessary costs that eventually must be passed onto the homebuyers. Developing a pedestrian-friendly community greatly increases a neighborhood's livability and is a major goal of this comprehensive plan for Cicero and Jackson Township.

- **Connecting Streets** -- When designing the street layout, it is also important to consider connections to the larger community. A well-designed system of streets will efficiently connect the neighborhood's residents to local destinations and amenities. Pedestrian connections are made with trails and sidewalks. Vehicular connections are made with connecting streets and multiple points of access.
- **Street Width** - Create streets of appropriate widths to accommodate all anticipated uses and traffic volumes. Cicero and Jackson Township needs to revisit its right-of-way widths and street standards in conjunction with Hamilton County's next Thoroughfare Plan Update. The town may want to consider standards for narrower streets. While emergency services may not like them, the resulting excess pavement can lead to excess vehicular speed and unnecessary impervious surface.
- **Alleys** - Consider incorporating alleys to minimize the impact of the garage and utility areas on the front of the house. Alleys should be an option for subdivisions, when maintenance is accepted as the responsibility of the developer/homeowner's association. The Town needs to develop alley standards.



As shown on the left, Chicago's Green Alley program uses permeable pavements to filter storm water instead of draining into the sewers. Between 2006 and 2010, more than 100 green alleys were installed.

http://www.cityofchicago.org/city/en/depts/cdot/provdrs/streets/auxiliary/green_alleys.html

- Provide Street Amenities - Provide safe, attractive pathways for pedestrians, bicycles, and cars by including a variety of street amenities. Street amenities include such things as lighting, signage, etc.
- Trails and Sidewalks - Provide trails and sidewalks around the perimeter of all subdivisions.
- Traffic Calming - Utilize traffic calming techniques, such as small curb radii to slow down traffic and ease neighborhood concerns about connecting streets.

Homes

Although every individual and family is unique, everyone wants a home that is safe, livable, and affordable. Beyond design standards, homes must include sufficient space to meet the families' needs, be well constructed and built to last, within the buyers' financial reach, and attractive. Keeping down the cost of a home without sacrificing the quality of the home is possible.

- Create Curb Appeal - Encourage home design that enhances the appearance of the home from the street. This could be done with architectural controls that discourage things like allowing the garage to be the dominant feature of a home.
- Enhance Connections to Yard - Encourage homes to maximize the connections between the home and the yard. Architectural standards could do this by encouraging front porches and accenting front doors.
- Integrate Mix of Housing - Include a range of home prices, sizes and styles to improve the overall appearance of the neighborhood. Architectural standards may regulate style and color. Size (and indirectly price) may be regulated by zoning standards.
- Attract Experienced Builders - Attract builders who are knowledgeable and use durable, high-quality methods and materials. Extra requirements, such as architectural standards, including anti-monotony standards or more restrictive local building code requirements typically discourage tract builders.
- Match Home with Lot Size - Select home plans that fit on the lots and can be placed to reduce infrastructure. Zoning district regulations govern this, through the use of maximum lot coverage and floor area ratios

Landscape

Most of us have favorite memories from childhood somehow related to our neighborhood's landscape features; skating on a frozen pond, playing football in a cleared field, building forts in the woods, or learning to ride a bike on a tree lined street. These landscape features from our childhood influence the characteristics that we value in neighborhoods as adults. When planning a new neighborhood, preserve or incorporate landscape features that will mature over time and enhance the neighborhood's value and livability.

- Plan Compact Neighborhoods - Plan compact neighborhoods to preserve open space. Conservation subdivisions are a good tool to do this.
- Preserve unique Natural Features - Inventory significant landscape features, incorporating them into plans for the new neighborhood. Cicero and Jackson Township would need to determine what "significant landscape features" is – minimum tree size, minimum woods and wetlands acreage, and include it in Subdivision Ordinance regulations.
- Expand Access and Views - Allow the whole neighborhood to benefit from nearby landscape amenities. If a significant natural feature is preserved (as in a conservation subdivision), all residents should have access to it, through trails and sidewalks and possibly through a view easement.
- Require Landscaping - Require a minimum amount of landscaping, including front yard street trees, per lot in the subdivision ordinance to increase the neighborhood's curb appeal and to create natural habitat. Many communities do this, including Greenwood and Hendricks County.

- Incorporate Natural Controls - Use landscape elements as alternatives to costly infrastructure. The new EPA Phase II requirements promote the use of swales and ditches over storm sewers. Cicero's Stormwater Board should consider where this would be appropriate.



Pickaway County (Columbus), Ohio successfully used the natural drainage approach next to a busy major thoroughfare despite constraints including a limited corridor to accommodate channel sinuosity, established inlet and outlet elevations, 2 road culverts, and heavy clay soil.

VIII: Implementation

The final step in the Planning Process, but often the most difficult

Making the Plan Happen

After a comprehensive plan is completed and adopted, there is still one more important step to finish in the planning process. Unfortunately many communities go through the planning process without considering how feasible their plan is and how to make that plan happen. It takes political will, resources and accountability to implement a comprehensive plan. Without an implementation strategy, all the efforts so far in the planning process are essentially wasted.

Rezoning

After a comprehensive plan is adopted, many local governments choose to initiate rezoning of property in the community, which can be very controversial, so that it will match the desired future land use reflected in the plan. Without this action change of zoning and closer adherence to the comprehensive plan is done on a voluntary basis, and may happen very slowly, if at all. The town council and the plan commission need to decide whether to initiate a rezoning on any land within Cicero and Jackson Township. One possible strategy would be to rezone land slated for redevelopment that does not currently match desired future land use, which might help speed up revitalization.

Even without town-initiated rezonings, the greatest influence a Comprehensive Plan can have is in directing decision-makers in the rezoning of land. When considering a rezoning, in addition to the Indiana Code criteria, town plan commission and council members should adopt a policy of asking the following questions of all development:

- First, does the project proposed provide a high quality development for the Town?
- Second, does the project have the infrastructure that will be necessary to support it, including adequate public sewers and water, roads and sidewalks?
- Third, is there a better location for this use within the current corporate limits, specifically in the areas specified by the Plan as areas for redevelopment or infill development?
- Finally, and most importantly, does the rezoning of the property meet the goals, objectives, and future land use set forth by this document?

Occasionally a desirable project will be proposed that does not meet the recommendations of the Comprehensive Plan. In that case, the Town can reexamine the Plan to determine if conditions have changed and the Plan should be amended to allow that development. An amendment to the Comprehensive Plan requires the same procedures as its initial adoption.

Zoning Ordinance Amendment Recommendations

Despite recent adoption of a new Zoning Ordinance for Cicero and Jackson Township, there is an opportunity for adjustments so the ordinance better supports the new plan. The Zoning Ordinance is one of the two biggest implementation tools for the comprehensive plan and always needs to be synchronized after a plan is adopted (the Subdivision Ordinance is the other).

Agricultural Districts

- Multiple Districts -- Develop additional agricultural zoning districts for Jackson Township, including the Agricultural intensive, General Agricultural and Agricultural Enterprise Zoning District.
- Prohibit residential uses, except a single farmstead per existing parent (unsubdivided) tract of land.

Conservation Subdivisions

Develop and adopt a new conservation subdivision-zoning district or add conservation subdivisions as a permitted use in some zoning districts.

Residential Districts

- Accessory Apartments -- Revise all single-family zoning districts to allow accessory apartment dwelling units by right.
- No Septic -- Prohibit septic systems for residential development (except farmstead)
- Home Occupations -- Relax home occupation standards

Non-residential Districts

- Accessory Residential -- Revise all Commercial Districts to allow accessory residential on upper stories and home occupation by right.
- No Septic -- Prohibit new development on septic in unincorporated Jackson Township.
- Crime Prevention Through Environmental Design -- Investigate including Crime Prevention Through Environmental Design (CPTED) strategies in the zoning ordinance to improve public safety and security.
- First Floor Standards -- Require that the first floor of structures is visually interesting and pedestrian-friendly (i.e., use of windows).
- Outdoor Dining & Merchandise Display -- To encourage a more vibrant downtown, allow outdoor dining and entertainment and very limited temporary outdoor display of merchandise.
- Infill -- Add guidelines for infill development.

Planned Unit Developments (PUDs)

Set more minimum standards for PUDs to help ensure PUDs are not be used as a way to get around zoning standards. For example, prohibit development with septic systems. Wherever possible the zoning ordinance should be followed.

Water Quality Best Management Practices (BMPs)

Incorporate water quality BMPs into the Zoning Ordinance as requirements, including, but not limited to:

- Alternative Watering System
- (Stream) Buffer/Filter Strips
- Naturalized Detention Basin
- Naturalized Stream Buffer
- Grassed Waterways
- Infiltration Trenches
- No-Till/Reduced Till (Conservation Tillage)
- Cover Crops

- Filtration Basin
- Nutrient/Waste Management
- Rotational Grazing/Exclusionary Fencing
- Two Stage Ditches
- Stream Restoration
- Wetland Restoration
- Reforestation
- Bioretention Practices
- Pervious Pavement
- Rain Barrels/Gardens

See the 2011 Morse Reservoir and Cicero Creek Watershed Management Plan for more information.

Landscaping & Open Space

- Waterfront Easements -- require public access and waterfront buffer easements for all new development on the Reservoir that is not single-lot single-family.
- View Easements -- Explore the use of "view shed easements" that protect views of natural areas.
- Add Open Space Minimums -- Set a minimum percentage of open space requirement for every zoning district. Maximum lot coverage and setback yards are not enough to ensure adequate usable open space.
- Usable Open Space -- Regulate not only the amount, but also better define open space to ensure it is more than just a detention area. Set minimum widths, etc. to ensure open space is usable.
- Credit for Preservation -- To offset landscaping requirements, give major landscape credits for preserving natural areas such as floodplains, wetlands and woods.
- Bigger Trees -- Increase the minimum size of shade trees to the more standard 2 ½" to result in a bigger impact upon planting.
- Inventory Natural Features -- Define and require inventory of significant natural features, including views of the water and set minimum standards for preservation
- Protect Woodlands -- Develop regulations that protect wooded areas, including adoption of requirements for tree preservation when development occurs. Both of individual trees of a certain caliper size and wooded areas of a certain acreage.
- Tree Replacement -- Adopt a strict tree replacement policy, with mandatory standards, such as two trees planted for every tree over a certain caliper size that is removed.

Conservation Zoning District

Adopt a new Conservation Zoning District that is intended to be for permanent undevelopable open space, such as Floodway, Parks, undeveloped areas within Conservation Subdivisions, nature preserves, etc. The plan commission may choose to initiate rezoning of land that fits the purpose of this ordinance, including government owned land.

Architectural Standards

The new Aesthetic Review Overlay District is good start for imposing non-residential architectural standards, and should be reviewed annually for any necessary adjustments to boundaries, standards, etc. Cicero and Jackson Township should also adopt some minimal architectural standards for non-residential uses in the rest of the community that require buildings to present an attractive image to the community, including not exposing loading and storage areas to street view and requiring display windows on first floor of commercial structures. Architectural standards can be as restrictive or as flexible as the community

wishes. These standards also may be used to help establish a uniform look that could help further a sense of identity (e.g., common streetscape elements, building materials, etc.).

Cicero and Jackson Township should also adopt architectural standards for residential zoning districts that include anti-monotony provisions to prevent development of identical or nearly identical homes. Residential architectural Standards should also include roof pitch, overhang and foundation standards, in order to ensure that manufactured homes fit into stick-built neighborhoods.

Local Historic Designation

History contributes greatly to community identity. There are several properties within the current town boundaries and unincorporated Jackson Township that contribute to the local character (including farmsteads and farm structures) and should be preserved. Consider adopting a local historic preservation ordinance, since National and State historic designations do not have the "teeth" to encourage preservation that a local ordinance can have. Establish the limits of a historic district area along Jackson Street in the downtown, possibly extending further west than shown on the state survey. If adoption of a local historic district is not feasible, adopt design regulations to preserve the character of the area (see Danville, Indiana's Corridor Protection Overlay District. Ensure that non-contributing structures, such as the existing Cicero/Jackson Township Plan Commission Office are identified as appropriate for redevelopment

Overlay Zoning Districts

An overlay zoning district is a district that is superimposed on another zoning district, which adds additional regulations regarding the use of and development standards for the property. The new zoning ordinance contains an overlay aesthetic review district and an overlay wellfield protection district. Other overlay districts could include a SR 19 Corridor overlay or a historic district overlay for the downtown, or a Causeway area Waterfront Overlay District. These potential overlays could establish things like streetscape standards that all the properties have to follow, regardless of the individual underlying zoning district.

Parking

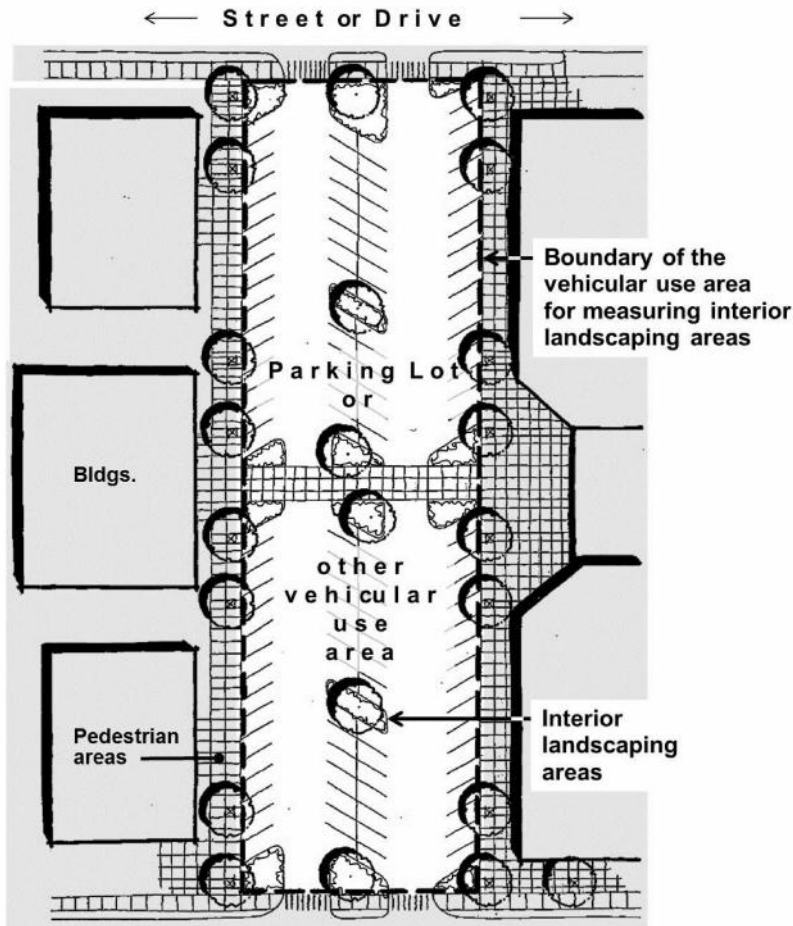
Require bicycle parking for all new commercial, industrial, multi-family and institutional development and redevelopment. The town will need to adopt a standard for bicycle parking, such as inverted "U" racks.

The photo on the right shows inverted "U" bicycle parking in a parking lot. Lack of proper bicycle parking results in bicycles locked to ornamental trees, fences, utility pipes and railings, and discourages bicycle transportation.
-- from NC Bike Ed, Bicycling & Education in North Carolina



Sidewalks, Trails and internal Pedestrian Connections

- Internal Sidewalks -- Complete connections for pedestrians should be required, meaning setting standards for internal pedestrian connections between external sidewalks, parking areas and buildings.



This illustration of pedestrian circulation in a parking lot is from the Fort Collins, CO zoning code.

- No Sidewalk Waivers -- Make Sidewalks mandatory on both sides of the street for all new development within Cicero, no exceptions. Complete Streets guidelines should be used to determine if internal sidewalks in the unincorporated Township are needed. In any case, connections from new development via exterior street sidewalks should be required. Variances or modifications to the requirement should be discouraged.
- Bicycle Facilities -- Complete connections for bicycle facilities, including wide shoulders, trails and bike lane connections at exterior streets must be considered.
- Trails -- Allow substitution of trails for sidewalks, as long as the trail meets local standards.
- Adjacent Access -- Require commercial access easement connections for adjacent properties, to avoid having to enter onto collector or arterial streets to drive or bicycle to adjacent properties. See standards in Carmel-Clay and Avon, Indiana.

Subdivision Ordinance Amendment Recommendations

The Town's existing Subdivision Control Ordinance was adopted in 1999, and while there have been some amendments in the subsequent years, it is time to holistically re-examine this important document, since it is one of the two biggest implementation tools for the comprehensive plan and needs to be synchronized (the Zoning Ordinance is the other). Generally the Subdivision Ordinance, which dates from 1999, should be completely updated to reflect newer technology and best practices and reflect minimum requirements (using "shall" in the Subdivision Control Ordinance language can do this).

Septic

- No Septic -- Prohibit new multi-lot residential or non-residential development on septic in unincorporated Jackson Township.
- Two Septic Sites -- Where septic systems are allowed, such as Farmsteads, require room for 2 viable septic sites per lot, as approved by the Hamilton County Health Department.

Flooding

- No Floodway Lots -- Prohibit platting of floodway land as buildable lots.
- Elevated Subdivision Streets -- Require new subdivision streets within the floodway or floodplain to be elevated so that the crown is at the 100-year flood level.

Connections

- Traffic Calming -- Traffic calming standards, including roundabouts must be part of the updated Subdivision Control Ordinance.
- Standards -- Standards for future street and sidewalk connections should be included in the subdivision ordinance.
- Curb Cuts -- Restrict curb cuts on major thoroughfares. Driveway locations should be considered in any future corridor studies.
- No Sidewalk Waivers -- Complete connections for pedestrians should be required, meaning sidewalks are mandatory on both sides of the street for all new development within Cicero, no exceptions. Complete Streets guidelines should be used to determine if internal sidewalks in the unincorporated Township are required. In any case, connections from new development via exterior street sidewalks should be required. Variances or modifications to the requirement should be discouraged.
- Bicycle Facilities -- Complete connections for bicycle facilities, including wide shoulders, trails and bike lane connections at exterior streets must be considered.
- Trails -- Allow substitution of trails for sidewalks, if the trail meets local standards.
- Standards -- Adopt local standards for wider (5' - 6') sidewalks, bicycle and pedestrian trails and bicycle facilities, including bike lanes. Share these standards with the County.

Conservation Subdivisions Standards

Add new standards to the subdivision ordinance to require conservation subdivisions in unincorporated Jackson Township. Conservation subdivisions are characterized by common open space and clustered compact lots, and help preserve the rural character of an area. Their purpose is to protect natural resources while allowing for the maximum number of residences under current local regulations. Conservation subdivisions locate their homes on one part of the parcel, i.e.; the homes are clustered to preserve natural features and resources.

Conservation subdivisions should protect wooded areas, including requiring preservation of wooded areas of a certain acreage.

Best Management Practices (BMPs)

Continue to monitor evolving EPA standards, which may prompt reconsideration of when to rely on storm sewers use. Update the subdivision control ordinance standards to reflect BMP drainage alternative treatments, such as rain gardens and green alleys. Incorporate water quality BMPs into the Subdivision Control Ordinance as requirements or design standards, including, but not limited to:

- Alternative Watering System
- (Stream) Buffer/Filter Strips
- Naturalized Detention Basin
- Naturalized Stream Buffer
- Grassed Waterways
- Infiltration Trenches
- No-Till/Reduced Till (Conservation Tillage)
- Cover Crops
- Filtration Basin
- Nutrient/Waste Management
- Rotational Grazing/Exclusionary Fencing
- Two Stage Ditches
- Stream Restoration
- Wetland Restoration
- Reforestation
- Bioretention Practices
- Pervious Pavement
- Rain Barrels/Gardens

See the 2011 Morse Reservoir and Cicero Creek Watershed Management Plan for more information.

Green Standards

The new subdivision ordinance should address other BMPs and green technology, including green alleys, etc.

Chapter 156, Flood Ordinance

Make sure ordinance has been updated to reflect new State requirements and maps.

Building Code

Consider updating the building code to be more restrictive locally, including requiring Universal Design to better accommodate an aging population.

Property Condition

Keep a list of and monitor vacant buildings for unsafe conditions, unsightly maintenance issues and other code violations. Aggressively use local government powers to require compliance or face sanctions, which may include condemnation.

Annexation

The Town needs to develop an Annexation Plan, that focuses on what steps would be necessary to annex undeveloped land shown on the future land use plan (some property may need to be annexed in stages). This will allow the Town to direct the location of growth and acquire needed land for development that can be served by public utilities.

Miscellaneous Town Code Amendments

- Bike-friendly Codes -- Revise ordinances to reflect modern bicycle-friendly regulations.
- Urban Agriculture -- Allow limited urban animal keeping for food production, including hens, bees and rabbits. Allow community gardens so that they are not cited with "weed letters".
- Golf Carts -- Regulate golf carts, which may be a danger to increased bicycle and pedestrian traffic. Prohibit golf carts from sidewalks and trails, unless the facilities are "super-sized" to accommodate them.
- Outdoor Dining & Merchandise Display -- Allow the use of public sidewalks for outdoor dining and very limited temporary outdoor display of merchandise.
- Ticketing -- Develop a ticketing process and adopt a ticketing ordinance that can be used for general code enforcement and enforcement of the zoning and subdivision ordinances. Proactively enforce violations.
- Complete Streets -- Adopt a Complete Streets Ordinance. Cicero and part of the County is covered under the Indianapolis MPO's Complete Streets Ordinance, but it does not extend to include all of unincorporated Jackson Township. Other municipalities in Hamilton County outside the IMPO already have complete streets, including Westfield, who adopted a resolution in 2012.

County Thoroughfare Plan

- Update Participation -- Make sure that Cicero/Jackson Township is well represented on the steering committee of Hamilton County's next Thoroughfare Plan update.
- Match this Plan -- Request that the County update its Transportation Plan (Thoroughfare Plan) to reflect changes proposed within this comprehensive plan.
- Trails & Sidewalks Component -- Request that the County add a trails and sidewalks component to the Transportation Plan.
- Transit Component -- Ask the county to add park and ride locations and include transit in their next Transportation Plan.

Farm Preservation

Explore funding purchase of Development Rights and other aggressive farm preservation tools to help preserve agricultural land.

Impact Fees

With Cicero and Jackson Township's projected future rate of growth, Expanding local impact fees beyond parks may be warranted to include infrastructure. The Town/Township should do an impact fee study for roads.

Fiscal Impact Analysis

Develop a standard fiscal impact form for Cicero and Jackson Township, and determine when it should be required (such as for all PUDs and annexations). See Hendricks County, Indiana as a model.

Capital Improvements Program

Develop and implement a capital improvements program that includes a plan and budget component tied to this comprehensive plan. Use the plan to guide spending decisions.

Training

Citizens who volunteer as local planning officials, including the plan commission, the board of zoning appeals, the redevelopment commission, the economic development commission needs on-going training. This can be done locally as part of regularly scheduled meetings or as a special event. It is also beneficial to send these officials for training at conferences, such as the Indiana Chapter of the American Planning Association, IACT or others.

Annual Comprehensive Plan Review

Begin an annual review of Cicero and Jackson Township's Comprehensive Plan, led by former comprehensive plan steering committee members acting as a special sub-committee of the plan commission. The review should include a review of any deviations from the plan and any need for amendments due to changing conditions, clarification, etc.

Coordination with Other Governments & Organizations

- Plan Presentation – Share this plan with other organizations, including schools, the IMPO, the county, INDOT, Arcadia, Westfield, Noblesville and other interested entities, either through presentations at their meetings, an invitational meeting or individual meetings with key leadership.
- Plan Coordination -- Encourage schools, parks, the library, emergency services and utilities to coordinate their plans with this comprehensive plan and provide a copy.
- Regional Coordination -- Ensure the Town and Township participate more in regional organizations. If no one else is already doing it, organize regular coordination meetings with surrounding governments and other interested groups. Frequency may be determined by rate of progress and urgency. Examples include, but are not limited to:
 - Trails -- A Hamilton County trails coordination group, modeled on NIRPC's Ped, Pedal & Paddle Committee, which is open to anyone who is interested in shaping bicycle, pedestrian, and paddling policies in the region.
 - Planners -- Planners for all the jurisdictions in the county
 - Transit -- Coordination meetings with the City of Noblesville, CIRT and the Indianapolis MPO regarding area transit and carpooling.

Marketing Tasks

- Brand -- Finalize the Town and Township Brand and use it! Market the Brand to the community first.
- Market to Young Families -- Work with Hamilton County economic development officials and Hamilton Heights School Corporation to market Cicero and Jackson Township as a location for young families looking for single-family residential homes.
- Market to Millennials -- Work with Hamilton County economic development officials to market Cicero as a residential choice for Millennials.
- Market to Developers -- Identify desired development types, (i.e., conservation subdivisions, townhouses) and market the community to select, experienced developers.
- Market for Tourism -- Work with Hamilton County economic development and tourism officials to market Cicero and Jackson Township for commercial and hospitality businesses.
- Local Product Marketing -- Develop a joint marketing strategy for products grown or produced within the area.
- Advanced Plan Commission Website -- Create, maintain and market an advanced plan commission website that has pages including infill development opportunities.

Local Economic Development & Redevelopment Commission Efforts

- Redevelopment Powers -- Actively use the Town's Redevelopment Commission powers to help implement desired redevelopment and infill development.

- Economic Development Commission -- Re-examine the mission of the Economic Development Commission, provide training and create a mission and a strategic plan.
- TIF Districts -- Explore use of TIF districts in Jackson Township, including along Highway 31 and along SR 19.
- Agricultural Enterprise Zone -- Establish an Agricultural Enterprise Zone Advisory Committee to oversee efforts in the area (landowners, town and township officials, County Extension/Purdue, others). Develop policies for the area, including possible local tax credits for landowners who sign a long-term farmland preservation agreement.
- United States Bicycle Route -- Support and lobby for the proposed United States Bicycle route that is to go through Jackson Township.
- Pay for Economic Development Assistance -- Work closer with existing county economic development organizations that have staff and expertise, even if it costs the town/township a membership fee, including the Hamilton County Economic Development Corporation (formerly the Hamilton County Alliance), the Hamilton County Visitors Bureau, the Hamilton North Chamber of Commerce, etc.
- Regional Economic Development -- Meet regularly with officials from other communities, including Noblesville and Westfield to talk about regional economic development opportunities.
- Grow Cottage Industry -- Promote cottage industry development, see Elkhart, Indiana's efforts as a model.
- Diversify Agriculture -- Consider opportunities to diversify agricultural business to take advantage of markets such as organic food and specialty crops.
- Apply for Grants -- Using this plan, apply for grants and/or loans to support local investment. Work with a grant writer to look for opportunities for the town and township. Consider partnerships with the School Corporation, etc. as a way to be eligible for more grants.
- Revolving Loan -- Develop a town/township revolving loan program to provide low-interest loans for business investment and historic building renovation.
- University Study Projects -- Partner with universities to conduct studies of economic development opportunities, such as the Ball State University study of the NRG Site.
- Economic Development Incentives -- Review local economic development incentives to ensure they are up to date, effective and support the goals of this plan.
- Existing Small Business -- Work with the area economic development organizations to retain and grow existing small businesses (incubator and other incentives).
- Ivy Tech -- Publicize the newly opened IVY Tech campus in nearby Noblesville in order to encourage locals to continue their education. Consider offering scholarships to local residents who attend the Noblesville campus, in return for an agreement to remain living in Jackson Township for a certain number of years.
- Home Occupations -- Encourage home occupations by simplifying and relaxing standards for small-scale businesses.
- Veterans -- Explore the profile for the higher than average number of local Veterans and seek out available Veteran Benefit education programs and business advice that might help local veterans.

Downtown Economic Development

- Main Street Organization -- Establish a Main Street Organization in Cicero and provide Town support and resources. Work with Main Street to identify uses for vacant buildings downtown.
- Community Events -- Hire part-time staff to start programming more events to bring people to the community. Create regular events downtown, at least monthly, such as outdoor concerts, Candlelight Christmas Walks, etc.

- Organize Tours – Develop and offer walking, bicycle, boat and driving tours to showcase local assets such as the historic downtown, agriculture (i.e., a “Bike the Barns” tour), Morse Reservoir, local foods, etc.
- Partner for Events -- Partner with local schools, library, county extension, etc. to help organize events and outreach activities (i.e., cooking classes with local food).

Infrastructure

- Storm water Utility -- Continue with the development of the Storm sewer Utility for the Town of Cicero and Jackson Township.
- Sidewalk Inventory -- Complete a full sidewalk inventory for the Town and develop a plan for replacement and completion.
- Sidewalk Locations -- Require sidewalks on both sides of the street for all new development within Cicero, no exceptions. Sidewalks may not be necessary within very low-density rural development, but connections from the subdivision via exterior street sidewalks should be required.
- Install Bicycle and Sidewalk Improvements -- After the Bicycle and Pedestrian Master Plan is finished, begin making improvements. Plan for improvements by using a Capital Improvement Plan and Budget.
- Water Plant Expansion Study -- Complete a water plant study to determine if and when expansion might be needed, in order to support future growth and annexation.
- Municipal Control of Utilities -- Make sure that the town keeps control of water and sewer utilities.
- Annexation for Utilities -- Require annexation into Cicero (or waiver of future remonstrance if annexation is not currently feasible) in order to provide public water and/or sewer service.
- Street Trees -- Plant street trees downtown.

Local Government Administration

- Capital Improvement Plan & Budget -- Adopt a capital improvement plan and budget model.
- Town Manager -- Explore hiring a Town Manager, possibly part-time.
- Waterfront Control -- Resolve control of the waterfront by a private party through legal means.

Community Services

- Cultural Assistance -- As growth continues to move North from Indianapolis, recognize that future population will likely include new culture and language differences. Work with the School Corporation, not-for-profits and churches to provide language classes, translation services for local government, etc.
- Homeless Shelter -- continue to develop resources for low-income residents including working with other Northern Hamilton County jurisdictions to develop a homeless shelter.
- Farmers Market -- Promote the availability of healthy, fresh foods by identifying a location for a pull-in Farmers Market.
- Healthy Eating -- Work with the schools, the extension service and local not-for-profits to provide healthy cooking classes for local residents.
- Community Kitchen -- Explore the need for a centralized facility to support the proposed cottage industry, such as a community kitchen support.
- Universal design -- Set an example of recognizing the needs of an aging population by using universal design for all new local government facilities.

- Emergency Preparedness -- Prepare and practice for local emergencies, including Morse Reservoir accidents and incidents involving large crowds by proactively coordinating with the Cicero Police Department, the Hamilton County Sheriff's Department, the Fire Department, IDNR and the Hamilton County Emergency Management Agency.

New Town Hall

A new town hall center is needed in the downtown area. Currently Town offices are scattered around the community and Town Hall is only used for weekly meetings. While the Fire Department may have already fulfilled their need for a fire station, other departments should be included in the new facility, notably the planning and building department and clerk-treasurer. There may also be an opportunity to share this central space with Jackson Township Offices, such as the Trustee's Office, which is located in a former house next to the current Town Hall. The building might also have other uses, such as community rental, parks programming, etc. Explore renovating an existing historic building or if a new building is needed, make it LEED certified.

Parks and Recreation

- Regularly update the Parks and Recreation Master Plan on the 5-year IDNR required schedule in order to be eligible for grants.
- Explore the creation of a park board.
- Set up a Parks Foundation to allow gifts.

Additional Studies

- Existing Plans -- First, put effort into adopting and implementing the studies and plans that have already been completed, updated as necessary (see Appendix C).
- Redevelopment Plans -- Create detailed plans for all identified redevelopment parcels. First priority should be the NRG Site and the Mobile Home Park.
- Pedestrian and Bicycle Master Plan -- Complete a Pedestrian and Bicycle Master Plan for Cicero and as much of Jackson Township as possible, by inviting Arcadia and Atlanta to participate. The Bicycle and Pedestrian Master Plan will create a pedestrian and bicycle network that provides a choice for how local residents and visitors safely and efficiently get to work, shops, restaurants and local services. Seek financial assistance from the IMPO, the Indiana State Department of Health and others.
- Causeway Connection -- Immediately complete a plan for connecting the causeway on the east side to a bicycle and pedestrian network.
- Water Plant -- Complete a water plant study.
- Healthy Community Workshop -- Continue to work with ISDH's Division of Nutrition and Physical Activity to promote health and physical activity, including applying to host a local Healthy Community Workshop and/or Bicycle-Friendly Community Workshop.

Action Plan

An action plan is a set of steps to ensure attainment of goals and objectives during a specific time period. Most action plans, including Cicero and Jackson Township's, prioritize items, typically based on time, and assign responsibility for the completion of those items.

Highest Priority – These tasks should be accomplished within 1 - 3 years of adopting this plan.		
Task	Document	Responsibility
Amend zoning regulations to reflect plan (see list in previous section)*	Zoning Ordinance	Plan Commission
Rewrite subdivision ordinance and reflect plan (see list in previous section)*	Subdivision Control Ordinance	Plan Commission
Adopt Capital Improvement Plan Tool & Develop 1 st Budget	Capital Improvement Plan	Town Council
Action Plan Implement Ticketing for Code Enforcement	Town Code	Town Council, Town Planner
Develop and Adopt Conservation Subdivision Standards	Zoning Ordinance*, Subdivision Ordinance*	Town Planner and Plan Commission
Adopt multiple agricultural zoning districts	Zoning Ordinance*	Plan Commission
Finalize the Town and Township Brand	Marketing materials for Brand	Economic Development Commission, Town Council
Develop Agricultural Enterprise Zone	Policy Documents, Town Code Amendments	Economic Development Commission, Town Council
Conduct Sidewalk Inventory	Sidewalk inventory	Street Department
Reduce Vacancy of Downtown Buildings	Vacant Building Rental and Reuse Policy	Economic Development Commission, Town Council
Update Street And Other Design Standards	Subdivision Ordinance* Storm water Ordinance	Plan Commission, Town Planner, Town Engineer
Develop Annexation Plan	Annexation Plan	Town Council, Town Planner
Relax Home Occupation Regulations	Zoning Ordinance*	Plan Commission
Allow Accessory apartments by Right	Zoning Ordinance*	Plan Commission
Create architectural standards, including infill standards	Zoning Ordinance*	Plan Commission, Town Planner
Create a bicycle and pedestrian plan	Bicycle & Pedestrian Master Plan	Plan Commission Subcommittee
Acquire the NRG site and create a redevelopment plan	Redevelopment Plan	Town Council, Redevelopment Commission
Adopt Rezoning Policy	Plan Commission Rules of Procedure	Plan Commission
Hire Town Manager	N/A	Town Council
Explore Establishment of Local Historic	Zoning Ordinance*	Plan Commission

Cicero/Jackson Township Comprehensive Plan
Final Adopted Plan, 2015

Highest Priority – These tasks should be accomplished within 1 - 3 years of adopting this plan.		
Regulations		
Allow urban agriculture	Zoning Ordinance*	Town Planner, Plan Commission
Increase landscaping and open space requirements for all zoning districts	Zoning Ordinance*	Plan Commission, Town Planner
Resolve Morse waterfront control issues by legal means	Court Documents	Town Council, redevelopment Commission, Town Attorney
Adopt Water quality BMPs by ordinance	Zoning Ordinance*	Town Planner, Town Engineer, County Surveyor, Plan Commission, Town Council
Fix drainage on South side of town	Drainage Plan	Town Engineer, Plan Commission, County Surveyor, Town Council
Assist establishment of Bed and Breakfasts	Training Session	Convention and Visitors Bureau
Create local Main Street Organization	N/A	Town Council, Hamilton North Chamber of Commerce
Adopt & Maintain a Strict Sidewalk Installation Policy, Adopt Regulations to Encourage Connectivity Between Subdivisions	Subdivision Ordinance*, Zoning Ordinance*	Town Council, Town Planner and Plan Commission
Develop a "Brand" and Web Site to Market Cicero and Jackson Township	Marketing Plan and other Promotional Documents	Town Planner, Town Manager
Develop a Tourism Plan	Tourism Plan	Convention & Visitors Bureau, Economic Development Commission
Hire staff to program Downtown events	Community Event Calendar	Convention & Visitors Bureau, Town Council
Establish a Park Board	Park Board Ordinance	Town Council, Park Superintendent
Convene local trails coordination group and supporters of USBR #35	Regular Meetings	Park Superintendent

* Ideally all changes to the zoning and subdivision control ordinances would be done at once as part of an ordinance rewrite in the first year. If cost precludes this action, then edits may be done independently under the schedule suggested here.

Cicero/Jackson Township Comprehensive Plan
Final Adopted Plan, 2015

Second Priority – These tasks should be accomplished within 4 – 7 years of adopting this plan.		
Task	Document	Responsibility
Rezone Land to Match Comprehensive Plan	Zoning Maps	Town Council, Town Planner and Plan Commission
Begin implementing sidewalk and bicycle facility improvements	Capital Improvements Plan	Town Council, Street Department
Select a Site and Design New Town Hall	Town Hall Plan	Town Council, Town Manager
Create Parks and Recreation Master Plan and Park Board	Parks and Recreation Master Plan	Park Superintendent, Town Council
Redevelop NRG Site	RFP	Redevelopment Commission
Work with schools and library to help provide new recreation programming	Park Master Plan	Park Board, Park Superintendent
Increase visibility of local artists	Arts Marketing Plan	Nickel Plate Arts Council, Economic Development Commission
Create Annexation Plan	Annexation Plan	Town Planner, Town Council
Explore cottage industry concept	Feasibility Study	Economic Development Commission
Redevelop Red Bridge Park	Redevelopment Plan	Park Board, Redevelopment Commission
Develop a joint marketing strategy for products grown or produced within the area.	Marketing Plan	Economic Development Commission
Begin Marketing to developers	Marketing Plan	Economic Development Commission
Adopt a housing plan for the community	Housing Plan	Plan Commission, Economic Development Commission, Town Council
Acquire Property and Complete Redevelopment Plans for Mobile Home Park	Special Plans	Redevelopment Commission
Create Infill and Redevelopment Site Information Web Pages	Town's Web Site	Town Planner
Establish Level of Service for Cicero and Jackson Township Roads, Complete a Thoroughfare (Transportation) Plan with a Trails and Sidewalks Component	Thoroughfare Plan	Town Council, Plan Commission, Metropolitan Planning Organization and Consulting Engineer
Develop low-interest loans for façades and historic preservation	Ordinance and application forms	Town Council, Clerk-Treasurer
Develop a Street Tree Planting Plan	Planting Plan	Town Council
Explore expanding Impact Fees to include roads	Road Impact Fee Study	Town Council
Adopt Standards for Fiscal Impact Analysis	Fiscal Impact Analysis Ordinance	Plan Commission

Cicero/Jackson Township Comprehensive Plan
Final Adopted Plan, 2015

Second Priority – These tasks should be accomplished within 4 – 7 years of adopting this plan.		
Explore farmland preservation tools	Policy documents, town code amendments	Economic Development Commission, Plan Commission

* Ideally all changes to the zoning and subdivision control ordinances would be done at once as part of an ordinance rewrite in the first year. If cost precludes this action, then edits may be done independently under the schedule suggested here.

Cicero/Jackson Township Comprehensive Plan
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Third Priority – These tasks should be completed within 8 - 10 years of adopting this plan.		
Task	Document	Responsibility
Adopt Tax Abatement Policies	Town Council Policy	Town Council
Develop a Strategy for the use of Tax Increment Financing Districts; Establish TIF District(s)	TIF Plan	Redevelopment Commission
Complete Redevelopment of waterfront Mobile Home Park	Site Redevelopment Plan	Redevelopment Commission
Market Cicero and Jackson Township to Millennials	Marketing Plan	Town Manager
Encourage Small Business Growth and Retention	Small Business Development Plan	Economic Development Commission
Establish Tree Preservation Regulations	Subdivision Ordinance* Zoning Ordinance*	Town Planner, Plan Commission
Review Census results and determine if cultural programs should begin	Decennial Census	Town Manager, Town Council
Promote healthy, local foods (Farmers Market, partnership with schools, cottage industry and community kitchen support)	N/A	Hamilton Heights School Corporation, Visitors & Convention Bureau, County Extension
Adopt Crime Prevention Through Environmental Design (CPTED) strategies	Zoning Ordinance*, Subdivision Ordinance*, City Code	Town Planner, Police Chief, Plan Commission

Update Comprehensive Plan	Comprehensive Plan	Plan Commission and Town Planner
Update local Building Code to add Universal Design	Building Code	Town Planner
Consider Development of Commercial or Industrial shovel-ready sites by the Town	Special Study	Town Council
Apply for Grants for Parks and Tree-Planting	N/A	Town Planner
Review status of area transit	IMPO Plans, Noblesville Plans, CIRT A	Town Planner, Plan Commission, Town Council
Create a plan to use the east side of the causeway for recreational uses	Vinegar Hill Redevelopment Plan	Redevelopment Commission
Research need and models for or Community Kitchen and Business Incubator	Study	Town Planner, University Project
Complete final updates from list in previous section	Zoning Ordinance*, Subdivision Ordinance*	Town Planner, Plan Commission

* Ideally all changes to the zoning and subdivision control ordinances would be done at once as part of an ordinance rewrite in the first year. If cost precludes this action, then edits may be done independently under the schedule suggested here.

Cicero/Jackson Township Comprehensive Plan
Final Adopted Plan, 2015

Annual Tasks– the following tasks are to be done on an annual basis, unless otherwise noted		
Task	Document	Responsibility
Review Subdivision Control Ordinance for Amendments	Subdivision Ordinance*	Plan Commission
Review Park and Recreation Master Plan for Amendments	Park and Recreation Master Plan	Park Superintendent, Park Board
Review Annexation Plan for Amendments	Annexation Plan	Town Council
Provide Plan Commission, Board of Zoning Appeals with Land Use Training	Various Sources	Town Planner
Review Zoning Ordinance for Amendments	Zoning Ordinance*	Plan Commission
Review All Fees and Fines	Fee Schedule	Town Council
Review Building Code	Building Code	Building Inspector
Review Comprehensive Plan	Comprehensive Plan	Plan Commission
Review Transportation Plan	Transportation Plan	Plan Commission, Town Engineer
Hold Coordination Meetings with other Agencies	Meeting	Applicable Staff & officials
Encourage local business development	N/A	Town Manager
Encourage better health for local residents	Community Health Plan	Park Superintendent
Encourage more education for local residents	Marketing Plan	School Corporation, Town Manager
Market local residential choices to young families	Marketing Plan	School Corporation, Town Manager
Coordinate local disaster preparedness	Response Plan and Drills	Fire Department, IDNR, Police Department, Sheriff, Hamilton County Emergency Management Agency

Appendix A: Community Survey Results

A good comprehensive plan asks the community what they want. The Cicero/Jackson Township Plan Commission began the comprehensive plan update with a survey of the community, available both on-line and on paper.

Comp Plan









1. Which category below includes your age?

		Response Percent	Response Count
18-20		1.3%	4
21-29		5.4%	17
30-39		23.0%	72
40-49		31.3%	98
50-64		31.3%	98
65+		7.7%	24
answered question			313
skipped question			2




2. How many adults currently live in your household?

		Response Percent	Response Count
Only one adult		8.9%	28
2 adults		79.2%	248
3 adults		9.3%	29
4 adults		2.6%	8
answered question			313
skipped question			2






3. How many children currently live in your household?

		Response Percent	Response Count
None		41.8%	130
only 1 child		22.2%	69
2 children		23.8%	74
3 children		8.4%	26
4 children		2.3%	7
5 children+		1.6%	5
answered question			311
skipped question			4



4. What area best describes where you live?

		Response Percent	Response Count
Town of Cicero		63.7%	198
Jackson Township		27.0%	84
Other (please specify)		9.3%	29
answered question			311
skipped question			4


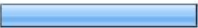

5. Which choice best describes how long you have been a resident in Cicero or Jackson Township?

		Response Percent	Response Count
Less than 2 years		9.7%	29
3-5 years		15.1%	45
6-10 years		17.4%	52
11-20 years		24.8%	74
21+ years		32.9%	98
answered question			298
skipped question			17




6. Which answer best describes you?

		Response Percent	Response Count
I own my residence		93.8%	288
I rent my residence		6.2%	19
answered question			307
skipped question			8

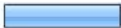




7. Which choice best describes your reason for living in Cicero/Jackson Township? (You may choose more than one)

		Response Percent	Response Count
Low Taxes		10.7%	31
School System		39.5%	115
Rural		34.7%	101
Family		33.3%	97
Morse Reservoir		36.4%	106
Quality of Life		50.9%	148
Other (please specify)			34
answered question			291
skipped question			24

8. In your opinion, how fast has the community grown in the last 5 years?

		Response Percent	Response Count
Too Fast		7.4%	21
Just Right		60.6%	172
Too Slow		32.0%	91
answered question			284
skipped question			31

9. What type of community would you like to see Cicero become?

		Response Percent	Response Count
Bedroom Community		21.0%	60
Destination Community		24.8%	71
Mixed Uses		49.7%	142
Retail Center		1.7%	5
Job/Commercial Center		2.8%	8
answered question			286
skipped question			29

10. Please Indicate the direction you believe the Town should be taking towards different types of growth by indicating "Encourage", "Slow Down", "Discourage", "No Opinion."

	Encourage	Slow Down	Discourage	No Opinion	Response Count
Single Family Residential	78.3% (224)	9.8% (28)	2.8% (8)	9.1% (26)	286
Multi-Family Residential	19.4% (55)	17.3% (49)	47.5% (135)	15.8% (45)	284
Senior Living Residential	56.2% (159)	9.2% (26)	8.5% (24)	26.1% (74)	283
Retail and Commercial	77.0% (218)	7.8% (22)	11.0% (31)	4.2% (12)	283
Light Industrial	43.5% (123)	6.4% (18)	34.3% (97)	15.9% (45)	283
answered question					287
skipped question					28

11. Important Services: As a resident of the Cicero/Jackson Township, please indicate whether the following services and facilities are either "Very Important", "Important", "No Opinion", or "Not Important"




	Very Important	Important	No Opinion	Not Important	Response Count
Schools	79.4% (227)	13.3% (38)	4.2% (12)	3.1% (9)	286
Parks/Open Space	62.8% (179)	32.6% (93)	2.5% (7)	2.1% (6)	285
Recreation programs	39.6% (112)	46.3% (131)	10.6% (30)	3.5% (10)	283
Police Protection	76.1% (217)	20.7% (59)	1.4% (4)	1.8% (5)	285
Fire Protection	77.6% (222)	19.6% (56)	1.4% (4)	1.4% (4)	286
Streets/Roads	54.4% (155)	42.8% (122)	2.1% (6)	0.7% (2)	285
Sanitary Sewers	56.3% (161)	36.0% (103)	5.2% (15)	2.4% (7)	286
Storm Water Drainage	52.6% (150)	37.5% (107)	6.7% (19)	3.2% (9)	285
Municipal Water	54.8% (155)	33.9% (96)	6.7% (19)	4.6% (13)	283
answered question					286
skipped question					29

12. Important Goals: Are the following goals "Important", "Not Important", to you, or do you have "No Opinion" as to whether the Town/Township should pursue these goals in the future?

	Very Important	Important	No Opinion	Not Important	Response Count
Improve streets and roads	24.6% (70)	60.9% (173)	9.2% (26)	5.3% (15)	284
Develop more recreational facilities	26.8% (76)	43.3% (123)	14.8% (42)	15.1% (43)	284
Require more landscaping/trees for development and redevelopment	17.7% (50)	39.0% (110)	21.6% (61)	21.6% (61)	282
Develop sidewalks and walking/biking trails	45.3% (130)	38.7% (111)	8.7% (25)	7.3% (21)	287
Preserve lake shoreline and water quality	63.3% (181)	28.0% (80)	6.3% (18)	2.4% (7)	286
Annex more property into the town	15.5% (44)	18.4% (52)	33.9% (96)	32.2% (91)	283
Establish a community/event center	19.2% (54)	34.5% (97)	29.9% (84)	16.4% (46)	281
Have developers pay fees to help provide for road improvements	37.5% (106)	36.0% (102)	20.5% (58)	6.0% (17)	283
Require builders to incorporate more "green" practices to future development	36.1% (103)	35.8% (102)	16.8% (48)	11.2% (32)	285
Priority should be given to fostering a thriving "Downtown"	50.9% (145)	34.7% (99)	7.4% (21)	7.0% (20)	285
Increase efforts to beautify downtown, town gateways, and major thoroughfares	43.7% (124)	37.0% (105)	10.2% (29)	9.2% (26)	284
Preserve historic character of community	45.6% (129)	37.8% (107)	9.2% (26)	7.4% (21)	283
The architectural design of buildings and development should be more regulated	25.0% (71)	33.8% (96)	25.4% (72)	15.8% (45)	284
Tax incentives should be used to recruit light industrial businesses	22.5% (64)	28.2% (80)	21.1% (60)	28.2% (80)	284

answered question	287
skipped question	28

13. Would you be willing to pay more in taxes and/or user fees, if required, to provide these additional municipal services or amenities?

		Response Percent	Response Count
Yes		39.6%	112
No		37.1%	105
No Opinion		23.3%	66
		answered question	283
		skipped question	32


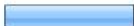



14. If yes to Question #13, which amenities would you like to see the funds used for?

	Response Count
	112
answered question	112
skipped question	203

15. Please use the space below to provide any additional information or comments

	Response Count
	82
answered question	82
skipped question	233

16. How often do you visit/use the parks in Cicero per season? (to include the pool, marina, and community buildings)

		Response Percent	Response Count
Extremely often		14.7%	41
Very often		23.4%	65
Moderately often		29.9%	83
Slightly often		19.1%	53
Not at all often		12.9%	36
answered question			278
skipped question			37

17. How would you rate the Cicero Parks in the following areas?

	Excellent	Good	Average	Fair	Poor	Response Count
Park cleanliness	31.3% (84)	53.4% (143)	13.8% (37)	1.1% (3)	0.4% (1)	268
Friendly staff	30.7% (77)	40.2% (101)	24.7% (62)	3.2% (8)	1.2% (3)	251
Walking and biking trails	13.3% (35)	38.4% (101)	28.5% (75)	13.7% (36)	6.1% (16)	263
Pool	10.0% (24)	38.3% (92)	37.1% (89)	10.0% (24)	4.6% (11)	240
Recreation/sports fields	16.0% (40)	43.6% (109)	32.0% (80)	6.0% (15)	2.4% (6)	250
Programs	7.8% (19)	29.9% (73)	41.8% (102)	15.6% (38)	4.9% (12)	244
Events offered	9.5% (24)	34.8% (88)	32.4% (82)	14.6% (37)	8.7% (22)	253
answered question						268
skipped question						47





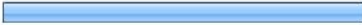
18. If the Cicero Parks were to begin offering programs and services, what would you like to see as the top priority the Parks Department should focus on completing within the next 5 years? (Pick only three)

	Highest Priority	Second Highest Priority	Third Highest Priority	Rating Average	Response Count
Preschool and children's programs	44.8% (65)	31.7% (46)	23.4% (34)	1.79	145
Youth/teen programs	57.7% (113)	27.0% (53)	15.3% (30)	1.58	196
Adult programs	21.4% (27)	42.1% (53)	36.5% (46)	2.15	126
Senior programs	22.5% (23)	38.2% (39)	39.2% (40)	2.17	102
Arts and Culture programs	40.3% (64)	32.7% (52)	27.0% (43)	1.87	159
Additional entertainment venue events	32.9% (55)	28.7% (48)	38.3% (64)	2.05	167
Additional sports programs	29.9% (29)	35.1% (34)	35.1% (34)	2.05	97
Joint programs with local schools	36.6% (45)	34.1% (42)	29.3% (36)	1.93	123
Other (please specify)					11
answered question					255
skipped question					60

19. What do you feel are the top three (3) areas that should be addressed over the coming years? (Pick only three)

	Highest Priority	Second Highest Priority	Third Highest Priority	Rating Average	Response Count
Develop a larger aquatic center	29.9% (43)	33.3% (48)	36.8% (53)	2.07	144
Provide connecting trails with Noblesville and Hamilton County Parks	48.2% (108)	30.4% (68)	21.4% (48)	1.73	224
Develop a community/activity center	36.0% (63)	29.7% (52)	34.3% (60)	1.98	175
Improve quality of sidewalks, walking/biking trails in town	48.0% (106)	34.4% (76)	17.6% (39)	1.70	221
Increase sports facilities and fields	20.4% (19)	29.0% (27)	50.5% (47)	2.30	93
Purchase more land for future parks	26.4% (33)	28.0% (35)	45.6% (57)	2.19	125
answered question					274
skipped question					41

20. To keep up with growing demands how should Cicero Parks generate additional revenue? (Check all that apply)

		Response Percent	Response Count
Increase user fees (gate fee, program fee, etc.)		29.8%	79
Develop higher revenue producing activities & facilities		60.4%	160
Create general obligation bond issue		17.4%	46
Increase taxes		10.6%	28
Grants		80.4%	213
answered question			265
skipped question			50

21. Please use the space below to provide any additional information or comments

	Response Count
	46
answered question	46
skipped question	269

Comp Plan



Please use the space below to provide any additional information or comments

	Response Count
	82
answered question	82
skipped question	233

Page 3, Q1. Please use the space below to provide any additional information or comments

1	NO MORE TAXES. LIVE WITHIN YOUR BUDGET.	Oct 12, 2012 1:30 AM
2	The questions answered as no opinion mostly indicate my satisfaction with current conditions.	Oct 11, 2012 6:34 AM
3	Could be paradise. Cafe's, bakeries, restaurants.	Oct 10, 2012 7:05 PM
4	I wish our community was more welcoming to new people and businesses. It seems that the political leaders do not want change	Oct 10, 2012 3:50 PM
5	The former Waterfront restaurant was an attraction, but now an eye sore. When is something going to change? That is a prime location that is not being utilized.	Oct 10, 2012 4:43 AM
6	It seems when it comes to public safety the police are, hand over fist, better taken care of and the fire department is falling apart. There are members of the fire department that are unprofessional.	Oct 9, 2012 7:45 PM
7	Many if the sidewalks in this town are crap. Especially on high usage roads (Jackson, Bukeye, etc.) these roads yield a lot if traffic through town, and the overall appearance should be better maintained. Sidewalks on Washington were replaced (poorly) but no one but residents ever drive on these. Lets take "beautification" seriously...	Oct 9, 2012 12:04 PM
8	Need to develop more retail/unique shops and things to do in Cicero by the water. We should try to use our greatest asset - Morse and/or the train- more for shops/activities to draw more people to Cicero either to live or to visit.	Oct 4, 2012 5:35 AM
9	Cicero is one of the only places left that hasnt been taken over by commercial. For over 20 years we have heard people including ourselves talk about howe we love Ham. Co as a place to live. Now look at Westfield and Noblesville, what a mess. Please concentrate on making this a better place to live, not to shop. Keep what little commercial needed in it own area, use frontage roads. We dont buy gas on impulse or go to CVS by accident. These dont all need to be on the main roads. We will drive down a frontage road to get a hamburger. Stop lights just slow all of us down and look at Hwy. 19 at the S end now. there are 5 exit areas onto 19 within 100' and it gets congested. Please take control and dont let the roadways become more of a problem. Learn from the mistakes of the southern cities. Keep up the good work.	Oct 3, 2012 3:03 PM
10	The town needs to focus its attention on preserving the lake. The lake is the towns identity; not bicycle paths and parks.	Sep 28, 2012 9:53 AM
11	Love Cicero, Would like to see more business there.	Sep 27, 2012 5:21 AM
12	These questions are too broad and vague. It makes for a seemingly dishonest usage of a survey once results are attached to plans the citizens are unaware of. Of course a poll will show everyone wants a healthy, thriving community, but at what cost (not financially speaking) to the rural community. People appreciate the country. We don't need another Noblesville, it's right down the road.	Sep 23, 2012 4:26 PM
13	I am interested in the city following through with the walkway across Morse and the burying of the utility lines for an improved gateway to Cicero.	Sep 23, 2012 3:41 PM

Page 3, Q1. Please use the space below to provide any additional information or comments

14	We do not live in Cicero proper but it is important for Cicero to grow the tax base to continue to provide good schools, streets, recreational facilities which are all things a developer will consider. Also, these items are considered by any business looking to locate in a community like Cicero; prospective employees would require all these elements.	Sep 23, 2012 11:58 AM
15	We love living in Cicero--it is the best!	Sep 21, 2012 1:51 PM
16	With the times being the way they are I don't think the timing is right to be focusing more on parks than to keeping what we have in good shape. Preserve not expand. Needs over wants	Sep 20, 2012 11:14 AM
17	Work with the county to widen 216th Street between State Road 19 and Stringtown.	Sep 19, 2012 5:38 PM
18	Small business should be encouraged along State road 19 corridor without commercial zoning exception requirements. Rental properties (slumlording) should be discouraged. Beautification of existing buildings and dwellings for business use should be encouraged. Opinions of ALL residents should be weighed. Reckless spending of dollars on useless studies should cease. Nepotism should not be tolerated. A more logical and realistic plan is expected. Town should designate personnel to research and acquire grant monies and put them to good use.	Sep 18, 2012 5:55 AM
19	We need jobs, bring in light industrial.	Sep 13, 2012 4:34 PM
20	the neighbors are just a little too nosy, everyone wants to be in everyone else's business.	Sep 13, 2012 2:24 PM
21	The old Waterfront restaurant needs to be torn down and if possible the land used as a park or community space. The walkway on the bridge needs to be completed.	Sep 13, 2012 11:25 AM
22	I've always thought a YMCA would be great right next to the library where that empty building is.	Sep 13, 2012 10:55 AM
23	Great idea to have a direction for our community. Would love to see area become another downtown Zionsville. It can be done...	Sep 13, 2012 10:43 AM
24	THE TOWN OF CICERO IS PERFECT...!!!!!! DO NOT CHANGE ANYTHING... EXCEPT TO IMPROVE OR BEAUTIFY THE COMMUNITY... DO NOT LET MORE CONDOS IN THAT RUINED THE LAKE....AND SEE WHAT IS OUT THERE.. FOR SALE SIGN THAT HAS BEEN THERE FOREVER.....	Sep 13, 2012 10:05 AM
25	We should avoid industrialization in general and stick to using Cicero's scenic qualities and a retail based economy. Most industry brings filth and unemployment after awhile anyways. And we should also work on developing activities for the younger population so they don't feel the need to spend their money in Noblesville or go to parties. We should have open plots of land for sports like football and soccer. We should also reopen a Cicero skatepark. Not only would it give some of the kids at the park something to do, it could bring more business to Cicero if it was nice enough and appealed to a decent sized crowd of skaters it would bring more cash flow into our local restaurants and	Sep 13, 2012 8:36 AM

Page 3, Q1. Please use the space below to provide any additional information or comments

	gas stations.	
26	I am extremely interested in helping out if the opportunity exists...I take my town very seriously and would love to give back. Like I mentioned I go to Ball State University and am currently working with many small businesses around here to help them grow and expand onto campus and it has worked out very well so far. My name is Andrew Wahl and my number is 317-919-7331 if you would like to learn more on how I think I could benefit your future plans for Cicero.	Sep 13, 2012 8:27 AM
27	For 10 years I have lived at my current location 310 E. Buckeye Street, I live on the corner of Buckeye and Catherine. I would like to see, the stone pillars from the old cicero school tore down, they are an obstruction and an eye sore, the side walk is so bad that the yards on Catherine have grown over it. Or in my case fighting constant weed growth, is looks trashy! The sidewalk and stone pillars SHOULD BE ONE, REMOVED (PILLARS) AND A NEW SIDEWALK NEEDS TO BE PUT INTO PLACE! ONE OTHER THING THE POLICE DEPT NEEDS TO ENFORCE THE SPEED LIMIT OF 20 ON E. BUCKEYE, DRIVERS DRIVE THROUGH HERE AT EXCESSIVE SPEEDS OF UP TO 40 MPH OR MORE, WE HAVE CHILDREN ON THIS STREET, IF SOMEONE LOSES CONTROL THEY COULD END UP IN A YARD OR WORSE, IT TERRIFYS MY HUSBAND AND I, AS WELL AS MY SURROUNDING NEIGHBORS. PLEASE PLEASE PLEASE! DO SOMETHING ABOUT THIS, BEFORE A TRAGEDY HAPPENS!!!!	Sep 13, 2012 8:14 AM
28	Include more input to recreation events provided by the town, ie fireworks. Seems like a select few think that the only one that we should cater to are Noblesville and all other outsiders that are not funding the event.ie what is the point of a ground display if only the people sitting on the hill can see it?	Sep 13, 2012 8:11 AM
29	I see Open Fires (trash burns) as a huge negative for smell and pollution. Fire pits also are becoming a factor in air pollution and many burning trash at night under the guise of a "fire pit." Two of the top health issues today are 1. Overweight Adults and 2. Asthma in Children. A pause for thought here!	Sep 13, 2012 8:07 AM
30	Zoning violations and sign ordinances need to be enforced. Have accountability on anyone caught littering...particularly along the shoreline. Forget the fines. Make the violator spend a day along the lake and pick up debris and trash. This lake needs to be showm more respect.	Sep 13, 2012 8:03 AM
31	A growing community fosters excitement and results in the eventual rise in property value.	Sep 13, 2012 7:56 AM
32	I feel the building on the east side of the lake when entering Cicero from 236th street needs to be better cared for if no one is going to buy it. It's a huge eyesore. I just moved here a couple years ago and I love it here but I feel that land can be used in a much better way. The right people could buy it and attract people from surrounding communities just to eat dinner by the water or sit on the piers and take pictures. It's sad that wolfies is the only restaurant around w/ sub par food. Their atmosphere is fun but the music is horrible. Also getting rid of that building on jackson street and making that corner into an art and nature attraction would be great. We could hold part of the festivities there for the fourth of July and plant trees and flowers. Better food in the restaurants and art and culture will also attract people to Cicero just for the charm of the downtown area,	Sep 13, 2012 6:34 AM

Page 3, Q1. Please use the space below to provide any additional information or comments

	good food and a beautiful body of water. I visited some beautiful lake communities in Michigan this summer and it seems like Cicero is way behind on trying anything new. I highly believe in culture, art attractions, local businesses and preserving what we already have going on. There are wonderful landscaping businesses that would be a huge asset to helping design parks with beauty and in the long run could be educational for children to wander. Salsbery garden center of Kokomo and mccordsville have been in business for 40 years and have amazing ideas for landscaping.	
33	The old Waterfront Restaraunt is an eyesore. Something needs to be done with that ASAP! The town should make them take care of that property or find a use for it that can force them to sell it to the town. They should build upscale apts.But not too expensive to rent.	Sep 13, 2012 6:31 AM
34	I would like to know why the waste removal employees sporadically pick up the neighborhood garbage. They will pick up two or three containers on one street, then move to another street, then come back to ours. They will drive by ours four times before picking up? They will go up and down the streets all day long! Its an awful waste of gas and time!	Sep 13, 2012 6:13 AM
35	How can a town flood, when we have an empty reservoir? Our storm drains and sewer system are NOT sufficient for the growth that has already occurred. You might want to fix this little problem before you even consider more GROWTH. Waterfront Inn - Why don't the town take that over as a community center?	Sep 13, 2012 6:06 AM
36	Keep Cicero a small town	Sep 13, 2012 6:01 AM
37	I think that as the "downtown" area grows there needs to be better parking for the residents that live there. And I also feel that there should be a bigger police presence during and after school when our children are getting on/off the busses. As the towns around us grow so is the traffic for commuters. They don't always take our children into consideration while traveling through our town.	Sep 13, 2012 5:52 AM
38	I love Cicero! I think one of th biggest draws is the water. I think maintaining clean water is key, but I think it would be beneficial to look into dredging certain parts of the lake. I know that is a big cost, but it could possibly be a five or 10 year goal. Thank you!	Sep 13, 2012 5:46 AM
39	More regulation should be pointed toward businesseswhere it is more important than residential structural changes. There are other towns in township than just Cicero. I think it is ridiculous that you have a reservoir for drinking water of Indy and promoting housing but you can't dig it out so as a result it looks like a mud flat and then you have all of these houses for sale and can't even advertise waterfront property. That is a joke!	Sep 12, 2012 4:46 AM
40	This community has such potential, yet towns like Fishers, Zionsville and Carmel have attracted more businesses and professional people that make more money and add to the tax base and support the local business. With the lake we have more to offer than say a Zionsville yet our community is stagnant and to be honest depressing due to people with economic challenges.	Sep 12, 2012 4:46 AM
41	This community will be sell served to be conservative with funds. Now new	Sep 12, 2012 4:29 AM

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	taxing should be engaged at this time. Private organizations and charities are the best way to grow the community and serve the needs of the residences. Trying to be like Zionsville or Pendleton will simply remove the true character of a small town in Northern Hamilton County and provide for intolerance and high taxation. Freedom and property rights must be respected.	
42	we dont need to spend more money we just need to clean this place up!	Sep 10, 2012 7:45 AM
43	I'd like to thank the committees responsible for the continuation of the path which has recently been started.	Sep 9, 2012 1:44 PM
44	I'm not sure how regulated the design of buildings are today. I don't think we should over regulated to the point of driving business away from our community. We need additional tax revenue through more businesses either retail or light industrial. Tax incentives would be okay as long as we new businesses hire new and more employees which pay taxes to our community.	Sep 8, 2012 4:35 PM
45	Cicero needs to tighten up its residential codes for home/yard conditions. It's a shame that people won't take care of their property including keeping multiply cars, boats, trailers, junk, etc out for everyone to see.	Sep 7, 2012 6:23 PM
46	I would like to see a walking path put in from Red Bridge Park into town. It would make it more family friendly to visit the downtown businesses.	Sep 6, 2012 1:37 PM
47	If Cicero should get on a fast track like other suburban communities, then the character, peacefulness, and quality of life eventually go down and costs to live here go up.	Sep 6, 2012 1:33 PM
48	Why don't we offer a shuttle service down in Indy/Carmel and make this a destination place? Retired guys up here could run the shuttles like they do in Florida. Why don't we allow homeowners with ramps to charge and allow boat access from this end of lake. Trailers could be parked in the public area by red bridge. I think there are so many creative ideas that could grow our town. We just need, at the risk of sounding trite, to think outside the box.	Sep 6, 2012 10:29 AM
49	Jackson Township does a good job in controlling development. By this I mean Jackson Township has not rushed out to get new businesses and been left with vacant buildings.	Sep 6, 2012 7:38 AM
50	Cicero needs to partner with Noblesville, Arcadia, Atlanta and Tipton to develop a destination corridor to bring families to social events to support the addition of quality shopping and dining in the area. It will be important to have the facilities and quaint town feel to encourage families to return.	Sep 5, 2012 8:05 PM
51	juvinels in park dont respectb it	Sep 5, 2012 5:11 PM
52	My answers are for the Town of Atlanta and not necessarily for Cicero	Sep 5, 2012 12:21 PM
53	I am concerned about over-development, as seen in Carmel. Increased traffic is a concern. Our current road system would not support much of an increase. Even now, the corner of Brinton and 19 would benefit greatly from a traffic light. We moved here almost 15 years ago because this is a quiet, low to no crime area. I feel safe walking my dog at any hour of the night, and enjoy living in this	Sep 5, 2012 10:04 AM

Page 3, Q1. Please use the space below to provide any additional information or comments		
	community of neighbors. As much as I understand the city council's desire for drawing in more visitors and residents, I do not want it to be at the expense of all the reasons we moved here.	
54	People like Cicero because its not Noblesville, Carmel, or Westfield...we moved here 23 years ago because it was one of the most affordable places in the county to live. Why would we want to change that?	Sep 5, 2012 10:00 AM
55	Cicero would best serve the residents by pursuing businesses, small and mid-sized, to improve the town. Businesses bring employees, possible residents, services/products, and tax revenue vital to make Cicero thrive! They need a reason to come here. They need to feel welcome. I'm not saying to let them stream roll us, the way the developer of CS did, but at least welcome them. Cicero provides a very great lifestyle, but that does come at a cost that is relatively high. Granted that cost does help to keep out the less desirable segments of society (criminal), but it is also high enough to cause the more desirable segments (middle class) to consider less expensive towns. A small town that does not grow is "dying". Staying one size harms a town's long term success and history has shown this to be fact. Controlled progressive growth. More residents wouldn't hurt Cicero, but more focus needs to be on bringing in businesses...period. Thank goodness Cicero has been able to continue, but long term success will depend on bringing in businesses.	Sep 5, 2012 8:30 AM
56	The town needs to expand and annex in order to grow.	Sep 5, 2012 8:14 AM
57	I would love to see vacant lots beautified, empty buildings put to constructive use, biking/walking trails developed/improved.	Sep 5, 2012 7:22 AM
58	A community center for the kids would be nice and/or for seniors to have a place to go. Would really like to see the old Waterfront restaurant ripped down and replaced with a new restaurant and some shops to bring more visitors to our lake community. We have the best resource, the lake, and we're not utilizing it to bring in more people.	Sep 5, 2012 7:22 AM
59	Increase pressure on waterfront owners to do something. Create more business friendly environment.	Sep 5, 2012 7:20 AM
60	it would be nice to have more artisan shops and perhaps a couple bed-and-breakfasts. Anything to make the town a place people want to visit. Just like grandchildren: visit with them, spend money on them, enjoy them then send them home.	Sep 5, 2012 7:08 AM
61	The town needs a motel to become a destination center. Invoke eminent domain and purchase the Waterfront as it the most valuable property in Cicero and would greatly benefit all residents if developed properly.	Sep 5, 2012 6:39 AM
62	pave road across bridge, demo Waterfront restaurant, new sign entering Morse Landing	Sep 5, 2012 6:10 AM
63	You can't take care of those protecting you, see above, without taxation.	Sep 5, 2012 5:27 AM
64	Need to expand single home availability and grow our town more quickly	Sep 4, 2012 7:15 PM

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65	I appreciate efforts by departments to be good stewards of the town's funds....	Sep 4, 2012 4:29 PM
66	Please either tear down the old Waterfront or get it sold...it's a big eyesore to such a beautiful town!!	Sep 4, 2012 3:31 PM
67	Property taxes are high enough.	Sep 4, 2012 3:30 PM
68	I think that Cicero is a great place to live. People care about each other and take care of each other. I wouldn't want growth to change that.	Sep 4, 2012 2:43 PM
69	Morse Reservoir is critical to the overall character of Cicero. The Town of Cicero needs to do everything in its power to keep the lake clean and full of water. Without the lake, people will move and businesses will fail.	Sep 3, 2012 8:11 PM
70	Love this place, just looks like we are stuck, not going anywhere, maybe even backwards. More buildings empty up town all the time. Need to do what ever it takes to get business here, so people will want to come here and live here.	Sep 3, 2012 6:49 PM
71	We moved here for the Reservoir and the Town Charm was a bonus. You can improve the town, but with out the water, many of the residents would leave.	Sep 3, 2012 4:54 PM
72	We don't have to overkill architectural and historic design but the newest strip where Days Healthy Living went is just so generic, I think we can encourage better.	Sep 3, 2012 1:33 PM
73	Encourage light business on St. Rd. 19 and Jackson Street. Not apartments, not housing. These are the areas that are high profile and conducive to small business. Business will not work in housing additions. Why would be encourage apartments or more housing on major arteries to our town?	Sep 2, 2012 8:08 PM
74	More businesses and residents increases the tax base. You shouldn't have to raise taxes	Sep 1, 2012 2:13 AM
75	Yes, we have priorities. But You must learn to live within your budget, just like the rest of us do. If you can't afford it... DON'T spend it!	Aug 31, 2012 6:14 PM
76	The long-delayed Stringtown Trail is very important to me.	Aug 30, 2012 11:58 AM
77	i would like to see more art based business's encouraged to join our community, I would ALSO like to see more of a 'community' feel among the 'tri town' area. more hand holding and working together instead of fighting for attention. When one area grows, the other two towns will follow!	Aug 30, 2012 11:45 AM
78	I would like to see the town encourage homes along SR 19 to be full of small business, possibly where the proprietors also live. SR 19 should be zoned commercial. People take more pride and care of their business when they live and work there. It would also eliminate low cost rentals that bring in criminals and sex offenders. I would like to see Cicero as a place where people come to visit rather than just pass through. We are reasonably close to Indy and have a wonderful asset in Morse lake, I would like to see it become a destination Village. Keep the chain stores to Noblesville, I will drive the extra few miles and that should help the small businesses thrive. I think new home growth should be kept to a minimum, that should keep home values up, lessen the competition. I	Aug 30, 2012 10:46 AM

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	don't want to see a sea of vinyl just out side of town. We are on track, keep up the good work!	
79	Cicero is a bit hodge-podge. We could be so much more. We need to have better quality restaurants. I know the local restaurant owners try hard, but we could still use improvement. PLEASE figure out a way to get rid of old Waterfront restaurant - such an eyesore. And, what happened to some of the other plans for the bridge, walkway, etc. The Community building should be closer to lake with parking behind. Take advantage of the view. Better sound quality in the building would be great too.	Aug 30, 2012 10:08 AM
80	I do not want to see a bunch of un-needed development. Ie a wallgreens/cvs on every corner like all our neighboring towns have, but promote small mom/pop businesses, but ones that can be successful. Definety no more condo type buildings.	Aug 30, 2012 9:06 AM
81	not clear on what "light industrial businesses" are	Aug 30, 2012 9:06 AM
82	Did the committee notice that there's no development along the water and that's the one key to development that other communities don't have. Why is there nothing done to foster development of lake commercial - recreation, restaurants, water facilities?	Aug 30, 2012 8:43 AM

Appendix B: Focus Group Results

Purpose of the Focus Groups: To offer stakeholders in the community's planning process an opportunity to inform the steering committee of concerns related to development and redevelopment in Cicero and Jackson Township, including how local government should respond.

Focus Group Process: After introductions, a quick explanation of the comprehensive planning process, and background information about the topic, group discussion began. The attached notes reflect the discussion of each of the 6 focus groups.

Cicero/Jackson Township Comprehensive Plan Focus Group Topics:

- Government Services & Amenities
- Parks & Recreation
- Culture, Tourism & Entertainment
- Community Character
- Public Works & Transportation
- Economic Development

Government Services & Amenities Focus Group Meeting Notes

Facilitator(s): K.K. Gerhart-Fritz, AICP, The Planning Workshop &
Paul Munoz, Cicero/Jackson Township Plan Commission

Date: January 15, 2013

Government Services & Amenities Focus Group ISSUES (in no particular order)

1. Group agreed that it was important to keep small town charm in wake of growth and development that is moving north from Indianapolis fast. Even with the recent economy slowdown, Cicero/Jackson Township still has lots going on.
2. Every agency has to do more with less due to the economy. For Fire Departments, this is an issue in all areas (manpower, equipment, etc.). For example, volunteer firefighters now hold multiple jobs to make ends meet, and are not as available as they were.
3. Tax caps are a huge issue. Taxes are what run local government. Tax caps result in less purchasing power and inflation makes things cost more. State also mandates things to locals, but hampers local governments' ability to pay with the tax caps (unfunded mandates).
4. Stormwater Utility Board has been subject to unfunded mandates from the Federal Government and the State.
5. The Dept. of Local Government & Finance at the State rejected the township consolidation plans, which cost up front but save money over time.
6. Hamilton County's North side (which contains our planning area) is very different than Hamilton County's wealthier South side, and gets much less attention when it comes to needs.
7. Cicero/Jackson Township has no place for the homeless.
8. 32% of kids in our school corporation are on free and reduced lunch, which will likely continue to increase.
9. Area food banks are seeing very high levels of demand.
10. Need better communication and coordination between entities.
11. Community has no YMCA or fitness club.
12. There is no higher education offered in the immediate area.
13. Local government services are not centralized in one location and Town Hall is aging.
14. Hamilton County Commissioners are currently missing a 3rd member.
15. Red Bridge Community Building is heavily scheduled and too small for many activities.

Government Services & Amenities Focus Group IDEAS (in no particular order)

- A. Be proactive about expected growth and development. Have a plan and follow it.
- B. Planning and Chamber need to continue to coordinate and work together.
- C. Look at user fees as a way to gain income in lieu of taxes.
- D. Schools and local government need to work together more on combined grant applications.
- E. Volunteer Fire Departments need to keep trying to consolidate; it makes sense because they are all responding to the same emergencies
- F. Regional efforts with training, etc. have helped bring the cost down and should continue.
- G. Be proactive and fight against future unfunded mandates from the State.

Government Services & Amenities Focus Group IDEAS, continued (in no particular order)

- H. Local governments should look at more opportunities for shared services, consolidating purchasing power, etc.
- I. Upper White River Watershed is a successful example of multiple municipalities joining their resources and working together to meet Federal and State requirements. Explore additional partnerships. For example, Acadia isn't subject to same mandates but could also benefit from joining the group.
- J. Schools cooperate with other districts (i.e., a shared mechanic), and holds some cooperative events with local government (e.g., buying fuel in bulk, plowing Acadia's streets). Schools encourage more cooperation and coordination with Cicero/Jackson Township, including opening school buildings for more public use
- K. Library and schools and library and local government could do more together.
- L. Set up more barrels around community for food pantry donations, like at fire station.
- M. Explore a cooperative local homeless shelter.
- N. Need to do local activities programming in summer for kids. This is an opportunity for parks and schools to work together on funding and staffing. Activities must have paid supervision, even if someone donated a "free" space. Also look at programming for outdoor activities.
- O. Acadia's kids also need a place to hang out – can this be coordinated with Cicero/Jackson Township?
- P. Hamilton County will likely soon offer college classes (from Ivy Tech, Vincennes, etc.) at area schools, probably in Noblesville. Need to make sure locals can take advantage of this and are aware of on-line higher education opportunities...
- Q. Investments in sidewalks would help tie the community together and preserve the small town feel, while attracting people.
- R. Chamber says waterfront property would be perfect for community for events and maybe some hotel rooms. We need overnight accommodations.
- S. A new centralized Town Hall would be good symbol of community pride for the whole community, not just those folks who work there.
- T. Opportunity to educate new county commissioner about our comprehensive plan process and invite him/her (and all county commissioners and town council) to attend planning meetings.
- U. Explore opening another community building.

Where does Government Services & Amenities go from here, beyond the plan?

Continue this forum as a regular meeting on a monthly or quarterly basis to coordinate and discuss opportunities for coordination, such as regional grant efforts. Someone needs to step forward and take ownership of organizing this effort.

Parks & Recreation Focus Group Meeting Notes

Facilitator(s): K.K. Gerhart-Fritz, AICP, The Planning Workshop &
Paul Munoz, Cicero/Jackson Township Plan Commission

Date: January 15, 2013

Parks & Recreation Focus Group ISSUES (in no particular order)

1. Waterfront is community's biggest resource, but extremely underused now. Town hasn't taken visible action on waterfront property and it is now a PR issue with locals and visitors.
2. Recent waterfront restaurant attempt failed due to lack of public support. Owner very difficult to work with.
3. Private property owner owns all the key lakefront property.
4. Red Bridge Park has heavy deed restrictions by family that limit park uses and development.
5. SR 19 sidewalk situation is very poor because it is a State Highway – how do we get the State to cooperate?
6. Budget doesn't meet park needs.
7. Sports fields need a better connection to the community. Trails should connect to the North.
8. Triathlon was a problem because of low water level.
9. Difficult to get from county campground into Cicero for supplies.
10. Strawtown-Koteewi Park's bicycle/pedestrian connection to Cicero needs to be improved.
11. Previous safety concern about users of trail along rail line because it goes through the woods.
12. Safe Routes to School was defunded.

Parks & Recreation Focus Group IDEAS (in no particular order)

- A. The county's Strawtown-Koteewi Park future development is a great opportunity for Cicero/Jackson Township's citizens and businesses. It will have a State Park type lodge, a toboggan run, an archery facility, and a pre-settler native village. We need to take more advantage of this park, since it is so close.
- B. Keep using park impact fee – explore extending to township.
- C. Expand sports complex.
- D. Continue to make July 4th a big local event. Seek sponsorships to help with cost of fireworks.
- E. Continue to use park volunteers, such as Friends of the Park helping with events and boy scouts to help with trails.
- F. Expand partnerships with businesses and organizations to help with park development (i.e., Kiwanis raised funds for new playground piece this past year).
- G. Continue to pursue grants, even though the process is slow and it takes effort to apply. Partnerships should open up more grants.

Parks & Recreation Focus Group IDEAS, continued (in no particular order)

- H. Work with Noblesville and Hamilton County to connect trails with Cicero, expanding into a regional trail system. Monon Trail extension to Cicero should be a high priority. Also look at connections to Arcadia and Atlanta.
- I. Build on the more than 3 miles of trails Cicero already has. Use both sidewalks and trails to complete local pedestrian connections.
- J. Take advantage of excursion train, encouraging a stop in Cicero. A permanent Depot should be explored. Downtown area businesses would need to be open for train passengers to visit. The train has a rail car refurbished to hold bikes.
- K. Explore putting in a trail adjacent to the rail line. This is easier since rail line is privately owned by Hoosier Port Authority. Approximately 80' wide right-of-way should leave ample room for trail.
- L. Part of United States Bike System is planned to go through the community. Community must endorse it. Build on interest to bring cycling tourism.
- M. Use bike system publicity to increase local community's interest in bicycling.
- N. Build on existing CIBA rides and new US Bike System. What can local businesses offer cyclists? Another bicycle shop (one exists at 206th and Cumberland), etc.
- O. Putting sidewalk across causeway will really open up access between 2 sides of town.
- P. Install more signage to direct users to trail connections.
- Q. Watch for new Safe Routes to School funding process, which might still work for Cicero as a local public agency, since it isn't part of MPO.
- R. Coordinate future development of 7th Day Adventists' land north of bridge (100+ Acres) and look for mutually beneficial recreation-related opportunities.
- S. Partner with School on health and fitness issues. Partnership should open up more grants.
- T. Explore training fitness stops along trails. Could help with off-season sports training. This would support our draft vision statement.
- U. Look at Westfield's Grand Park investment, which is predicted to result in \$1.4 Billion impact over the next 5 years for spillover opportunities.
- V. Hamilton County Visitor Information & promotion can offer Bed and Breakfast training, as a way to get locals interested in providing lodging.
- W. Find a way to acquire waterfront property. Town's citizens might support use of eminent domain for economic redevelopment. Legal fees, study fees, etc. will take time, so investigation should begin as soon as possible.
- X. Prepare a plan for waterfront property. After acquiring it, rezone and invite redevelopment.
- Y. Explore closing Main St and taking part of Pearl Street to redevelop as location for permanent community events venue with amphitheater on hill. This would showcase waterfront.
- Z. Consider forming a Cicero Action Council to get people together to talk about events, etc. Work with EDC to fund newsletter to go out to area residents, as part of on-going communication.

Where does Parks and Recreation go from here, beyond the plan?

- Form a group to meet monthly or quarterly to coordinate and discuss community events. Someone needs to step forward and take ownership of organizing this effort.
- Immediately begin to explore the use of eminent domain for the waterfront property.

Culture, Tourism & Entertainment Focus Group Meeting Notes

Facilitator(s): K.K. Gerhart-Fritz, AICP, The Planning Workshop &
Paul Munoz, Cicero/Jackson Township Plan Commission

Date: January 15, 2013

Culture, Tourism & Entertainment Focus Group ISSUES (in no particular order)

1. Small town with many groups doing different things, often with poor coordination and communication.
2. Few options for eating, shopping and entertainment locally.
3. No overnight lodging in Cicero.
4. No one doing visitor support locally.
5. Challenging to get enough volunteers for community events.
6. Locals don't know about local events.
7. People don't understand importance of tourism as economic development.
8. Town can't support a fine dining restaurant.
9. Artists have no studio space in community.
10. Red Bridge's community building is now too small for many meetings and events.

Culture, Tourism & Entertainment Focus Group IDEAS (in no particular order)

- A. Work even more closely with Convention and Visitors Bureau.
- B. Work even more closely with Nickel Plate Arts. Make use of their grant program to help fund shows, etc. Also use them for administrative support for efforts like art fairs.
- C. As a small town, community really comes together to help each other out. Continue to find ways to preserve and grow that feeling of community.
- D. Take advantage of Hamilton County Park System's growth. Strawtown-Koteewi Park will add a State Park type lodge, a toboggan run, an archery facility, and a pre-settler native village. There is also a new park off SR 19 with an observation platform and rookery with tours. These parks will both be tourism destinations and we need to be ready to support the associated tourism.
- E. Connect Strawtown-Koteewi to Cicero by trail.
- F. Continue to use events like rain barrel auction to educate the community and introduce more art.
- G. Lights over Morse draws 25,000 people to town. How can other local groups benefit? Lights can bring visitors to community and they are willing to promote and advertise other local events.

Culture, Tourism & Entertainment Focus Group IDEAS, continued (in no particular order)

- H. Battle volunteer shortage by:
 - a. exploring creation of a data base, with new software and grant programs
 - b. starting an umbrella group to meet regularly for coordination
 - c. produce a regular newsletter
 - d. find ways to reach out to other groups and tell them about opportunities
 - e. investigate Noblesville and Fishers use of (short-term) volunteer coordinators Grant programs available now to do this
- I. Consider using the Chamber's lunch as an opportunity showcase not-for-profits in the community.
- J. Educate business people about the importance of cultural tourism as economic development.
- K. Continue to rely on and support local service organizations.
- L. Promote the "Mom and Pop" businesses that our small town has which make us unique.
- M. Publicize downtown as everyone's neighborhood.
- N. Publicize local events more to the locals.
- O. Promote local B & B development. CVB willing to put on a workshop on how to do a B & B.
- P. Explore need for an additional community center, which could hold art classes and events, as a revenue producing facility.
- Q. Look at building a new town hall.
- R. Do community assessment and get in line for CDBG funding.
- S. Capitalize more on Transportation Museum. It has a train car converted to carry bikes. Adding a permanent depot would make Cicero more attractive as a stop.
- T. Could depot and train riders contribute financially to a community center?
- U. Explore more ways to capture the train passengers locally, since the train is already running for the Lights over Morse.
- V. Path on causeway will be done by 2014.
- W. Work with Arcadia Arts Initiative. Need to have regular contact to share communication and ideas.
- X. The County's White River Campground should be recognized as a big asset. These campers use Cicero for supplies, etc. Need to work on our connection to campers.
- Y. Probably will have an Eagle's nest on Morse soon. We need to help promote that for tourism.

Where do Culture, Tourism & Entertainment go from here, beyond the plan?

- Form a group to meet monthly or quarterly to coordinate and discuss culture, tourism and events and how we can work together better. Someone needs to step forward and take ownership of organizing this effort.

Community Character Focus Group Meeting Notes

Facilitator(s): K.K. Gerhart-Fritz, AICP, The Planning Workshop &
Paul Munoz, Cicero/Jackson Township Plan Commission

Date: January 15, 2013

Community Character Focus Group ISSUES (in no particular order)

1. Need to preserve Cicero – history is quickly slipping away and it is a big part of our character.
2. Cicero does not promote itself.
3. Downtown has empty storefronts and is not as vital as it could be.
4. Downtown parking is an issue.
5. Downtown isn't as attractive as it could be.
6. Current comprehensive plan does not allow small business along SR 19, where there is existing residential.
7. The town is divided in half. People on the west side of lake often don't know much about Cicero.
8. People do not know each other, the way they have traditionally in small towns.
9. Neighbors don't know each other.
10. Commercial development won't happen without more residents/rooftops.
11. Potential residents want more commercial development.
12. It is difficult for small businesses to compete with big chains, but small business contributes more to community character.
13. Poor communication about community events to local businesses (i.e., restaurants not staffed to handle crowds from school event).
14. Community identity includes the lake, but we actually offer little access to it because it is controlled by a private owner.
15. Town leaders reluctant to spend money it doesn't already have to make improvements.
16. Town leaders reluctant to take big action (i.e., acquiring waterfront property).

Community Character Focus Group IDEAS (in no particular order)

- A. Community needs a central hub for volunteers – use the new 211 resource.
- B. Non-profit Hamilton Area Neighborhood Development is currently doing a housing needs assessment for the County. Apply the results to Cicero.
- C. Develop incentives for historic restoration.
- D. Maintain small town atmosphere by ensuring through plans and regulations that there will be no more development (i.e., tall condominiums) that doesn't fit in Cicero.
- E. Preserve Cicero's downtown.
- F. Encourage small business development.
- G. Allow housing conversions for small businesses on SR 19.

Community Character Focus Group IDEAS, continued (in no particular order)

- H. Gateway coming from south on 19 needs sprucing up.
- I. Develop architectural standards for the community.
- J. Form a local historic commission.
- K. Do a better job promoting Cicero/Jackson Township – work with other organizations to do this when possible (i.e., Hamilton North Chamber).
- L. Block/neighborhood parties should be encouraged as a way to grow sense of community.
- M. Promote downtown as everyone's neighborhood.
- N. Use the downtown as a way to symbolize community.
- O. Don't accept just any growth – make sure it matches our plan and is high-quality.
- P. Determine how much more and what type of affordable housing the community needs.
- Q. Find ways to support local small business. Look at Main Street tools.
- R. Do a better job publicizing and coordinating local events, including to local residents and businesses.
- S. Support and participate in new Chamber and County Parks' effort to develop a dining/activity brochure that capitalizes on sport events, etc.
- T. Make an effort to beautify the downtown. Consider streetscape improvements and a façade improvement program.
- U. Develop local historic preservation standards.
- V. Need better connections (i.e., sidewalks and trails) to bring community together. Informal contact promotes sense of community.
- W. Take control of the waterfront so that it becomes a more accessible part of the community and a place for community interaction.
- X. Make a plan for long-term funding of improvements, such as the waterfront and downtown.

Where does Community Character go from here, beyond the plan?

- Immediately begin to explore the use of eminent domain for the waterfront property.

Public Works & Transportation Focus Group Meeting Notes

Facilitator(s): K.K. Gerhart-Fritz, AICP, The Planning Workshop &
Paul Munoz, Cicero/Jackson Township Plan Commission

Date: January 15, 2013

Public Works & Transportation Focus Group ISSUES (in no particular order)

1. Aging infrastructure will eventually need to be replaced.
2. Water fees are very high.
3. Stormwater management requirement by Federal Government was difficult and expensive.
4. Funding continues to become tighter.
5. Areas ripe for development don't have utilities in place (i.e., US 31 and 236th ST).
6. Residents don't know when local government does something well.
7. County's drainage moratorium outside town's southeast boundary blocks our ability to grow. It has been at a standstill for over 7 years.
8. Drainage Plan was developed before Cicero took back control of Planning. Lack of communication between county and town was and remains a big issue.
9. North side of county gets less attention and less funding from County than the south part.
10. Hamilton County Commissioners currently have a vacancy, negatively impacting communication and action.
11. Reservoir is a huge problem. Sediment and water quality are both huge issues. Water quality is poor primarily because of phosphorous and nitrates coming from farmland. Sedimentation is high because of soil coming off farmland and filling in feeder creeks.
12. Per utilities, the average life span of a reservoir is approximately 100 years. If Morse is 60 years old now, what do we have to face in the next 50 years?
13. Lake's residential property owners experiencing their high property values going down due to water quality. Assessments are triple for lots with lake frontage.
14. Lakefront residential property owners want more support from Town.
15. Lots of agencies involved on lake (Citizen Water owns reservoir, DNR patrols it, marinas have limited partnerships, private owners hold frontage), which makes it difficult to coordinate and cooperate.
16. Communication between town council and Morse Waterways has been poor.
17. Less funding is available to spend on roads every year, even though local government keeps taking in more miles of streets.
18. There is no regular maintenance plan for streets. They must be in very bad shape before they're fixed.
19. SR 19 is a major arterial in Cicero, but is under State's control, instead of local control.
20. Residents are never satisfied with snow removal efforts.
21. 236th Street from Cicero to US 31 is not ready for the increased traffic it will carry after US 31 is improved. County is scheduled to resurface it this summer, despite the fact that it already has a design approved to widen it. This does not seem to be the most cost-effective or proactive action.
22. County doesn't have road impact fees because they are difficult and costly to implement.

Public Works & Transportation Focus Group IDEAS (in no particular order)

- A. Continue to aggressively maintain existing infrastructure.
- B. The Town's Engineer is doing a feasibility study for utility expansion, which should be finished before the land use component of the comprehensive plan update. Ensure it is finished in time and use the results to help guide future development.
- C. Publicize local government accomplishments. Communication is a missing link.
- D. The big stormwater project worked successfully across jurisdictions. Continue to look for opportunities to collaborate.
- E. Have Town Engineer review County's Drainage Plan. Determine what options are feasible for Cicero, including using a TIF or bond. Then work with county to revise and implement drainage.
- F. Continue to collaborate with other jurisdictions to save money (i.e., salt bids) and look for ways to expand the cooperative efforts.
- G. Meet with newly appointed county commissioner to brief about Cicero's issues and plan.
- H. Step up efforts with Soil and Water to develop and educate farmers about best practices and explore more ways to encourage farmers to change their practices (i.e., more financial incentives, more educational sessions, etc.).
- I. Continue to work with Citizens Water to come up with dredging strategy for the Little and Big Cicero Creeks, in order to keep situation from getting worse.
- J. Fix the sedimentation issue before it turns more area into wetlands.
- K. The town should continue to help lot owners with lake clean-up. Increase the clean-up to more than once per year.
- L. The town should support and participate with lake stakeholders that are meeting to figure out cost of plan and potential funding.
- M. Thank Citizens for their willingness to work on fixing the reservoir (former owner Vieola would not) and take advantage of this interest immediately, before something changes.
- N. Implement plan for better communication between town council and Morse Waterways, so that all involved parties can work together.
- O. Consider existing plan for the watershed and find ways to incorporate standards in our ordinances (i.e., allow pervious pavement, etc.)
- P. When comprehensive plan is complete make sure that INDOT is aware of it. Communities that have an adopted plan fare better when negotiating with the state.
- Q. Indianapolis's proposed transit expansion to Noblesville presents an opportunity. Local government representatives should officially become part of the regional Indy Connect discussion.
- R. Look at 236th ST corridor from Cicero to US 31 and consider funding options to build designed improvements (i.e., TIF, etc.).
- S. Consider implementing impact fees for roads. Discuss with the county for possible cooperation.

Where does Public Works & Transportation go from here, beyond the plan?

- Immediately consider ways to speed up improvements to the 236th ST corridor.
- Immediately review the County's Drainage Plan, with regards to the area southeast of town and explore ways to lift the drainage moratorium.

Economic Development Focus Group Meeting Notes

Facilitator(s): K.K. Gerhart-Fritz, AICP, The Planning Workshop &
Paul Munoz, Cicero/Jackson Township Plan Commission

Date: January 15, 2013

Economic Development Focus Group ISSUES (in no particular order)

1. Noblesville continues to grow north and will reach Cicero and Jackson Township. The community is not ready to handle development demands.
2. New commercial growth could hurt the health and viability of downtown.
3. We failed at our earlier attempt to capitalize on train stops in Cicero when merchants weren't open for passengers.
4. Lack of public access to lake in Cicero hampers development and tourism efforts.
5. Lack of restaurants and absence of any overnight lodging hurts development and tourism efforts.
6. Cottage style industry uses in residential conversions along SR 19 are discouraged in current comprehensive plan.
7. Economic Development Commission does not have a clear mission.
8. EDC has no funding to execute ideas.
9. EDC lacks any targets for businesses and the town does not have an incentive package to offer.
10. There is no follow-up with new businesses.
11. Town uses its valuable park waterfront as a parking lot.
12. Run down restaurant on waterfront is missed opportunity and gives bad impression of community.
13. Deed restrictions require Town to get approval from private property owner for everything that happens at Red Bridge. Private property owner uses this to restrict opportunities for Town (i.e., marina, etc.)
14. Mobile home park on north side of causeway is not highest and best use of waterfront property, but contains highest concentration of Town's low to moderate income residents, so displacement is an issue.
15. Becks built their own conference center since a big enough facility wasn't available locally. This was a missed opportunity. Town hasn't been proactive enough historically to foresee and act on economic development opportunities.

Economic Development Focus Group IDEAS (in no particular order)

- A. Chamber and planning have good relationship. Continue to refer businesses and developers to each other.
- B. Need to be proactive about engaging train to come to Cicero and getting local businesses and organizations to support it.
- C. Look at recruiting more light industrial, in order to help build a bigger tax base.
- D. Ensure that new commercial growth does not negatively impact downtown through development of standards, such as square footage limits to discourage big boxes.
- E. Development and redevelopment should be based on this comprehensive plan and resulting regulations. Plan Commission and BZA should follow the plan and standards.

Economic Development Focus Group IDEAS, continued (in no particular order)

- F. Make downtown the center of community by locating all activities and events there. Consider a permanent structure that ties to lakefront.
- G. Do more to support creation of new small businesses in community. Cooperate with chamber, schools and other groups to look at ways to do this, including assistance with available structures.
- H. Do more to support home occupations, including reviewing home occupation zoning regulations.
- I. Cottage style industry uses in residential conversions should be explored along SR 19, not discouraged as it is in current comprehensive plan.
- J. Hire a professional to train EDC members and assist with developing a plan for the group.
- K. Based on ED plan, target certain businesses for recruitment to community.
- L. Town Council needs to develop a competitive business incentive package.
- M. Recognize that incentives alone won't bring in businesses. Support improving local quality of life, including looking at a new community center.
- N. Spearhead a plan to take public control of key waterfront property.
- O. Follow-up with new businesses and see what issues they can assist with.
- P. Prepare for spillover opportunities from Westfield's new park complex, which will host tournaments every weekend. Cicero/Jackson Township should pro-actively plan for development along the US 31 corridor.
- Q. Plan commission and BZA need to educate public about state law and local standards, so they are not seen as anti-business.
- R. Plan commission and BZA members should engage in more training to keep up with land use related changes, such as best practices, new laws, etc.
- S. Immediately look at land next to library and determine what role the EDC can play in encouraging appropriate redevelopment.
- T. Consider redevelopment opportunities along 236th ST
- U. Look at getting control of Red Bridge property's development.
- V. Develop a new plan for Red Bridge that makes better use of lake frontage.
- W. Practice aggressive code enforcement with waterfront restaurant.
- X. Explore redevelopment of first cul-de-sac in lakefront mobile home park. Ensure that any redevelopment of lakefront mobile home park addresses relocation of low to moderate income residents who are mostly renters.
- Y. Review and be involved with dredging efforts of lake.
- Z. Consider opportunity for senior housing.
- AA. Golf Course at Bear Slide should be used as an opportunity.
- BB. Communicate with Becks and look for ways to support their business travelers (i.e., local bed and breakfasts). Find out about opportunities to partner for other uses of their conference center.
- CC. Bike trail to Koteewi Park would be a big tourism boon.
- DD. Look at TIF Districts. Be proactive, considering that state law requirements for TIFs might change during this legislative session.

Where does Economic Development go from here, beyond the plan?

- Immediately begin training of EDC and development of a mission.
- Immediately begin to explore the use of eminent domain for the waterfront property.

Appendix C: Previous Plan Highlights

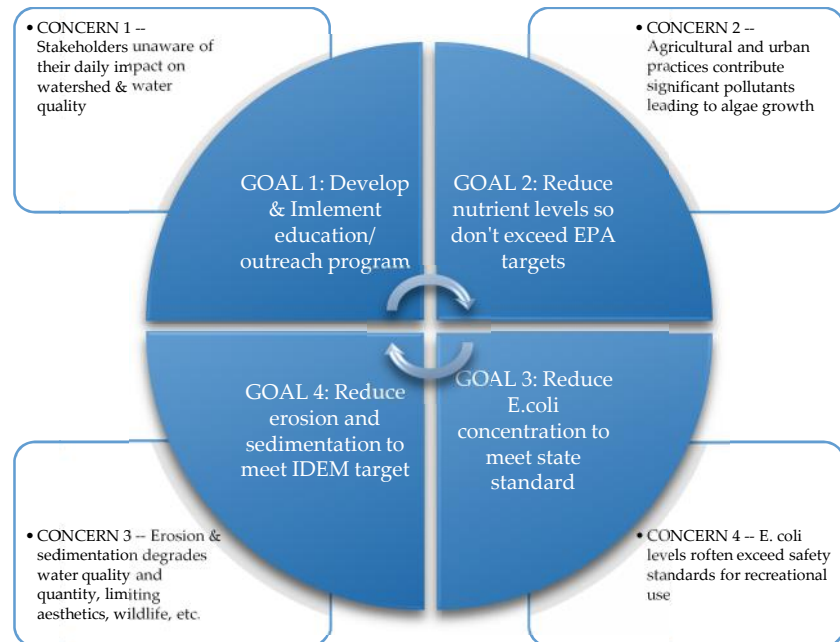
Cicero has been the focus of several recent plans and studies. These documents contain a great deal of useful information. Although never officially adopted as part of the community's comprehensive plan, they contain key recommendations that are referenced in this comprehensive plan. Those plans include:

- Morse Reservoir and Cicero Creek Watershed Management Plan, 2011, by Morse Waterways Association and the Upper White River Watershed Alliance
- Downtown Improvement Study, 2006, by Ground Rules, Inc.
- Waterfront Development Plan, 2010, by Development Concepts, Inc.

Morse Reservoir and Cicero Creek Watershed Management Plan, 2011

This plan, developed under a partnership of Morse Waterways Association and the Upper White River Watershed Alliance, addresses not only the E. coli concerns, but also other water quality and quantity issues. The watershed plan can serve as a guide for the protection and enhancement of the watershed while balancing the different uses and demands of the community on the natural resource. This 2011 plan, follows IDEM requirements, and includes sections on: watershed inventory, identifying problems, identifying causes, sources and load reductions, setting goals and identifying critical areas, choosing measures and BMPs to apply, creating an action register and schedule, and tracking effectiveness.

Four major concern categories were identified during the watershed planning process. Goals with short and long term objectives were developed for each of the four concerns.



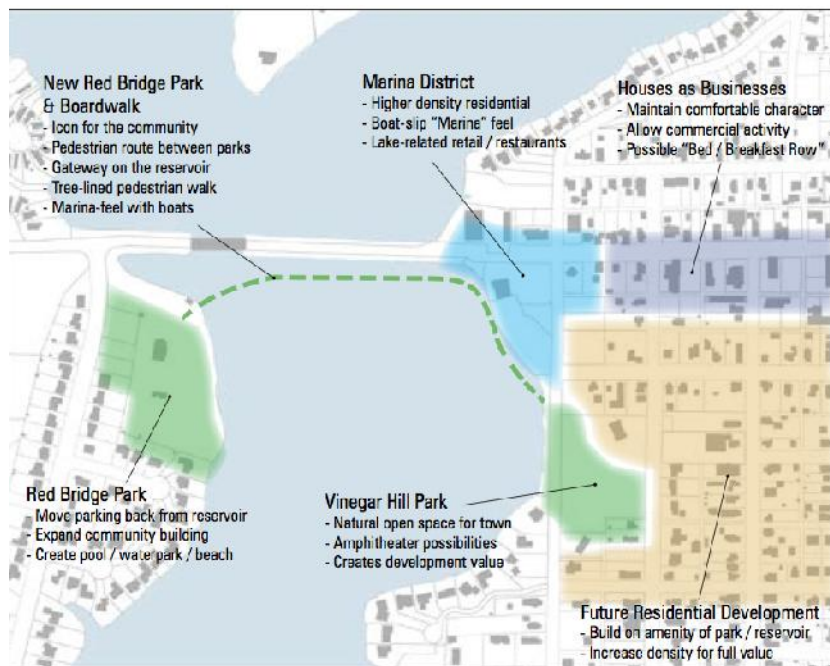
Implementation of policies and programs to meet these four goals will improve watershed management in Morse Reservoir.

Best Management Practices (BMPs) are a primary recommendation of the watershed plan, and may be regulated by local ordinances or encouraged through public education.

The comprehensive plan's Water Quality section includes the suggested BMPs for Cicero and Jackson County. This comprehensive plan recommends continued implementation of the Watershed Management Plan, along with increased local government cooperation, coordination and funding.

Downtown Improvement Study 2006

This 2006 Study examined several ideas for the improvement and revitalization of Cicero's Downtown, including portions of the Waterfront. One idea was the "Park Crescent," an initiative to advance the Town's commitment to parks and recreation. The Crescent, illustrated in a graphic from that study and shown below, connects the existing Red Bridge Park with the eastern shore of the reservoir via the Jackson Street Causeway. The Plan identified the desire for additional recreation activities in the community and the opportunity to leverage a park as an amenity for future economic development opportunities.

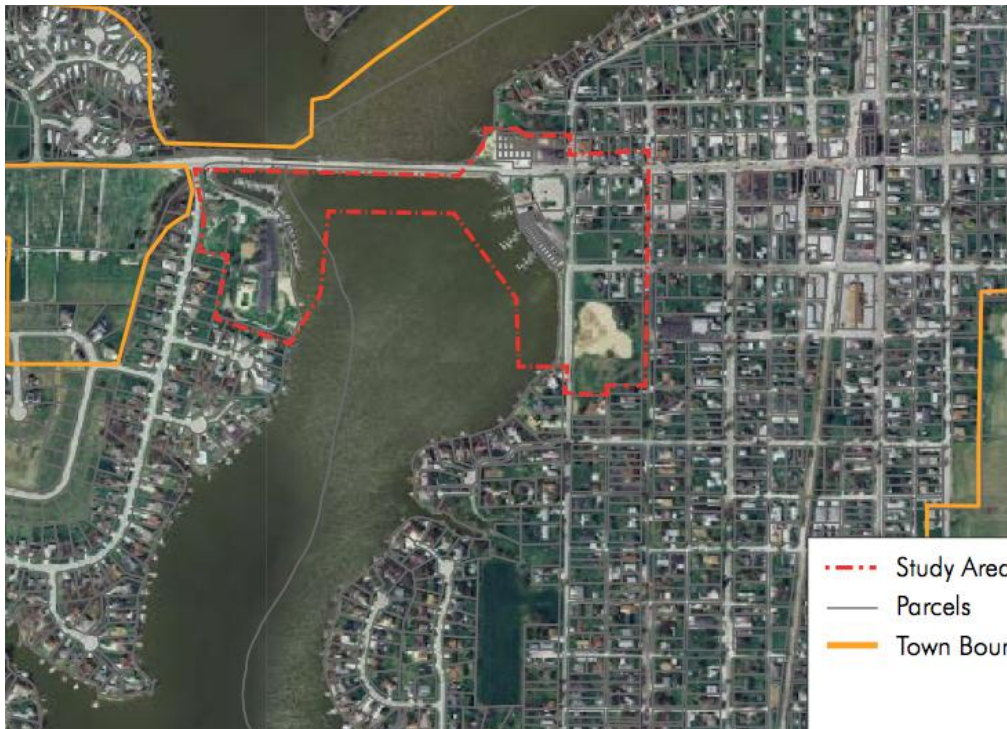


This comprehensive plan recommends several things highlighted in this plan:

- Red Bridge Park – moving the parking back from the waterfront to expand community access to the water
- Amphitheater – creating an amphitheater or performance space in the downtown area
- Waterfront – Acquiring additional waterfront property around Morse Reservoir, including space for a park on the east side and a marina area
- Tourism – Encouraging Bed and Breakfasts near the downtown
- Infill Development – Encouraging additional infill development within Cicero, instead of greenfield development in the township
- Small Business Development – Fostering an environment for home businesses and small business creation, including conversion of residential properties near the downtown into commercial uses.

Waterfront Development Plan 2010

Recognizing that the waterfront area was important to the community's future, the Town hired Development Concepts to assist them with addressing four primary issues:



1. A significant portion of the Town's waterfront land is underutilized and poised for potential redevelopment;
2. The waterfront could play a big part in future economic development for the Town;
3. Residential development on the waterfront spurred interest in planning the waterfront for the future benefit of the Town; and
4. Improvements

to the Jackson Street Causeway, connecting the "Downtown Waterfront" on the eastern shore with Red Bridge Park on the western shore.

Market Assessment

A Market Assessment was conducted to provide ideas regarding future development along the Cicero waterfront. Findings were:

Residential – Morse Reservoir is a significant amenity for potential residential development. This is especially true due to the location in Hamilton County. Cicero sits at the fringe of the urbanized area of the County and it is very likely development pressure will continue north from Noblesville. Employment growth in Carmel and Noblesville will make Cicero more accessible to jobs, retail and amenities.

It is hard to pinpoint market demand for housing on the reservoir – particularly for attached, multi-family units like condominiums. Single-family homes sell well, though the scarcity of land adjacent to the waterfront means it is not economically feasible to build affordably priced lakefront homes. With land

prices along the reservoir as high as they are, future residential development will likely consist of mid-rise buildings similar to One Waterfront Plaza.

Retail – Water can also be an amenity for retail, particularly for dining and entertainment-oriented businesses. Given the small size of Cicero and existing locally serving businesses in Downtown and on SR 19, any retail development along the Morse waterfront will need to draw a significant customer base from outside the community to survive. The best location for retail is along Jackson Street, which has the best traffic count by far among existing roads. Additional development further south and off of Jackson Street is less feasible unless there are additional “destination” type uses to drive business there, or “captured” demand (i.e. residences or a hotel). Other waterfront locations around the metropolitan area suggest one or two dining or tavern establishments may be able to sustain themselves along the waterfront – given enough visitor / tourism business – but a retail district of any size would be unlikely. The most likely retail development scenario near the waterfront would be the reinforcement and expansion of retail / dining options along Jackson Street, assuming waterfront development draws additional customers to these businesses.

Hospitality – Waterfront land can also be an amenity for a hotel, but the extent of that amenity is connected to the amount of water or other related activity driving business to the hotel facility. The four key markets for hotels are business, tourism, meetings / receptions and VFR (visiting friends and relatives). Of the four, the tourism and meeting / reception markets are the most likely market for a potential hotel, but this depends on the introduction of a significant level of activity on and around the waterfront.

Morse Reservoir is limited in a capacity to draw visitors and tourists in Cicero. It is not large enough to draw a significant amount of boaters, and does not have large swimming beaches or facilities. An attraction / destination is needed to take advantage of a visitor market.

There is a potential for connectivity with the Meeting / Reception market, however. A facility with a view of the lake would provide a unique venue within the metropolitan area from which to market weddings, meetings and other events.

Commercial/Office – Because of the distance from the center of population in Hamilton County, Cicero offers limited appeal as an office environment. A waterfront location is much less of an attraction than location, accessibility and proximity to a workforce. Cicero scores relatively low on these criteria compared to its neighbors to the south and west. It is possible to conceive a small professional office development of 50,000 – 100,000 square feet, but this does not represent a higher or better use for waterfront land than the previously discussed residential, retail and hospitality markets.

Waterfront Development Framework -- This comprehensive plan endorses all eight (8) of the recommendations contained in the Waterfront Development Plan.

- (1) Public Access to the Water – This was the most important factor related to waterfront development. Since there are minimal opportunities for the public to engage with the water, providing new and improved access to the water became a key principle. In addition to redeveloping Red Bridge Park to move the parking away from the waterfront, the comprehensive plan also calls for acquiring additional public access spots all around Morse Reservoir.

- (2) Major Recreational Component -- Despite the existence of Red Bridge Park, there was a clear demand for more recreation / park space along the waterfront. There are two reasons for this demand – the assumption such space would be a huge amenity for all town residents and the desire to preserve remaining waterfront land for the public. [This comprehensive plan recommends increasing recreational access to the waterfront not only to promote fitness for local residents, but also to attract tourism.](#)
- (3) Integrate Private Development -- The Triangle Site is a good development site due to access, visibility and proximity to the water. Given appropriately lower scaled development, that provides public access to the waterfront, this site should be privately developed. [Private development plays an important role in the comprehensive plan, with future redevelopment of the waterfront mobile home for a mixed housing site a key example.](#)
- (4) Connect Land to the Water – Connectivity to the water must be unblocked. Red Bridge Park has parking adjacent to the waterfront. Both topography and Main Street disconnect the 1,000 feet of frontage on the eastern side of the reservoir. [This comprehensive plan recommends that Red Bridge Park be redeveloped to remove parking adjacent to the waterfront. The plan also recommends complete bicycle and pedestrian access to the 1,000 feet of frontage on the eastern side of the reservoir.](#)
- (5) Accommodate Residents and Visitors -- Waterfront development should balance benefits to residents and visitors. [The plan recommends that waterfront development appeal to both residents and visitors, through the inclusion of more park space, bicycle and pedestrian trails and a possible amphitheater.](#)
- (6) Connect the Two Waterfronts -- Red Bridge Park and recreational uses on the eastern side of the reservoir have been connected by recent upgrades to the causeway that include a sidewalk. This makes a large-scale park and recreation center focused on the waterfront possible. [Now that there is a bicycle and pedestrian connection across the causeway, this comprehensive plan encourages further large-scale park and recreation development on the waterfront, in the form of a park, community center and/or amphitheater on the east side, with a possible Marina.](#)
- (7) Integrate Plans for a Town / Regional Bicycle and Pedestrian System -- The integration of trails along the waterfront is necessary for any development along the waterfront. [This comprehensive plan recommends a complete bicycle and pedestrian network for Cicero and Jackson Township. The network includes trails along the waterfront.](#)
- (8) Complement Revitalization Efforts along Jackson Street -- The proximity of the eastern waterfront to Downtown Cicero means the two districts should complement each other in terms of accessibility, connectivity and land uses. [The Comprehensive Plan recognizes that the Downtown is the heart of the community and must be a priority for preservation and redevelopment. Any redevelopment efforts for either area must contain full bicycle and pedestrian connections, better visual connections and complementary land uses, as shown on the future land use plan.](#)