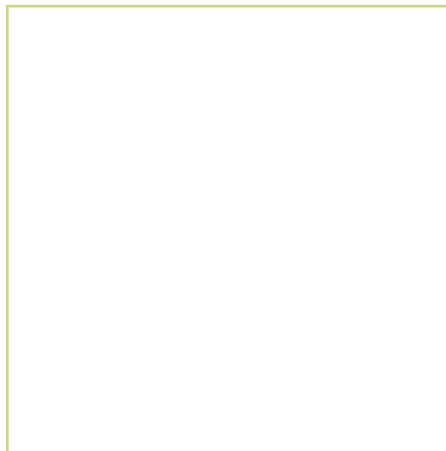
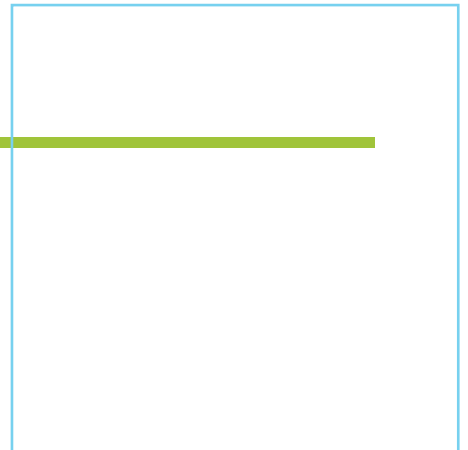




# DOWNTOWN REVITALIZATION PLAN

MAY 2016



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## EXECUTIVE SUMMARY

## Downtown Momentum

This revitalization plan has come at a key time for Cicero as the downtown experienced three encouraging changes at the end of last year. The town would like to keep that momentum moving forward with further wins in the months and years to come.

First, Our Town Cicero, was designated as an Indiana Main Street community by the Office of Community and Rural Affairs (OCRA) in October. This newly established community organization will be vital to the success of the downtown by working to strengthen a more consistent volunteer program, prioritize improvement projects, and promote businesses and partnerships in and around the district.



Our Town Cicero was designated a Main Street Community by OCRA in October 2015.

Second, new Town Council members were elected in November. The new members are committed, have fresh ideas for revitalization efforts, and are ready to get to work. The focus of this new council is implementation of several long talked about projects.

Third, a new Community Development Specialist was hired in January 2016. The role was created to assist the Cicero/Jackson Township Plan Commission in the following areas:

- Development and implementation of infrastructure improvement projects
- Progressing and strengthening economic development opportunities
- Increasing and improving the overall quality of life

The energy from these three events was felt from the committee members, the town staff, and the residents and business owners in the public workshop. Change is in the air. Cicero residents, business owners, and community advocates are clearly ready to take a pause from a more conservative, wait-and-see approach, and begin implementing projects.



With no lack of new ideas for downtown, public workshop attendees were energized and ready to see some projects get off the ground.

## Potential of Past Planning

The proposed projects from past planning efforts is another major influence on this plan. Many of the previously conceptualized projects are still supported and pertinent today including the emphasis on trails, a “Vinegar Hill Park” development, and the establishment of a town hall building downtown. The intent of this plan is to take those “dreams” and determine next steps for implementation - making those dreams a reality .

**Downtown Cicero is ready to see real, tangible results stem from the many planning efforts over the last ten years.**

## Fundamentals, Recommendations, and Priority Projects

Detailed findings for this plan were developed in a three part process--fundamentals, recommendations, and priority projects.

A set of revitalization “fundamentals” was first vetted with the steering committee. Concepts such as the value of “Placemaking”, the importance of “Connectivity”, and a variety of “Lighter, Quicker, Cheaper” techniques were used to both educate the group and brainstorm tangible projects that could stem from these ideas.

Twelve recommendation categories were established as the focus of this plan. These categories represent the long term goals of the community and the overall vision for what downtown Cicero needs to reach its full potential.

Because the recommendations include many years worth of suggestions for programming and projects, seven priority projects were determined as a focus for the more immediate future. Of those, Downtown Facades,

Downtown Streetscape, and Downtown Trailhead rose to the top as the utmost priority for two reasons:

1. the potential of direct positive impact to the core downtown district and,
2. funding eligibility.

Using this document as a guide, the Town Council, Plan Commission, and Our Town Cicero have a clear work plan in front of them. By combining their efforts, this energized group can continue to work together to move the momentum forward.

### RECOMMENDATION CATEGORIES

- Street Trees
- Reservoir Connections
- Trails
- Town Hall
- Jackson-Main Intersection
- “Vinegar Hill”
- Programming
- Agribusiness Hub
- Commercial Land Use Plan
- Red Bridge Park
- Facade Investments
- Gateways

### PRIORITY PROJECTS

- Downtown Facades
- Downtown Streetscape
- Downtown Trailhead
- Southern Trail Connection
- Jackson-Main Intersection
- Town Hall
- Vinegar Hill Development

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# INTRODUCTION

1



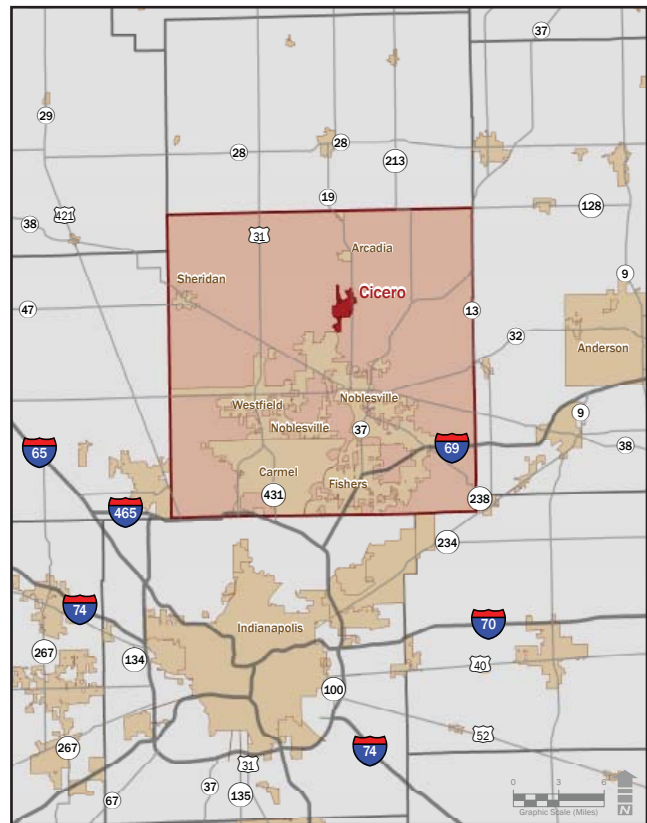
## PURPOSE OF THE PLAN

Cicero has worked hard in the last few years to push several initiatives forward to re-energize downtown. The establishment of “Our Town Cicero”, the local Main Street Group is an example of this effort. This plan is meant to focus that momentum towards key priorities, so future revitalization decisions will make the most impact, and continue to thrust Cicero towards the end goal--a vibrant, successful downtown.

## PAST PLANS

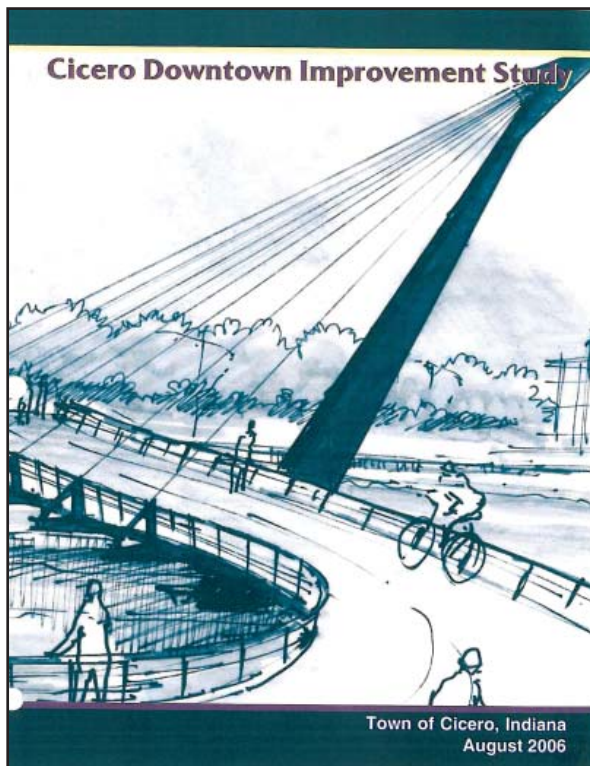
Over the last decade, the Town of Cicero has complete three significant planning studies — Cicero Downtown Improvement Study (August 2006), Waterfront Development Plan (July 2010), and Town of Cicero & Jackson Township, IN Comprehensive Plan (April 2015). Many concepts developed for this Downtown Revitalization Study originated from, or were directly influenced by, one or more of these past plans.

The next few pages summarize these past planning efforts and the significance to this study.



*Regional map. Hamilton County is represented by the shaded red area*

## 2006 Cicero Downtown Improvement Study

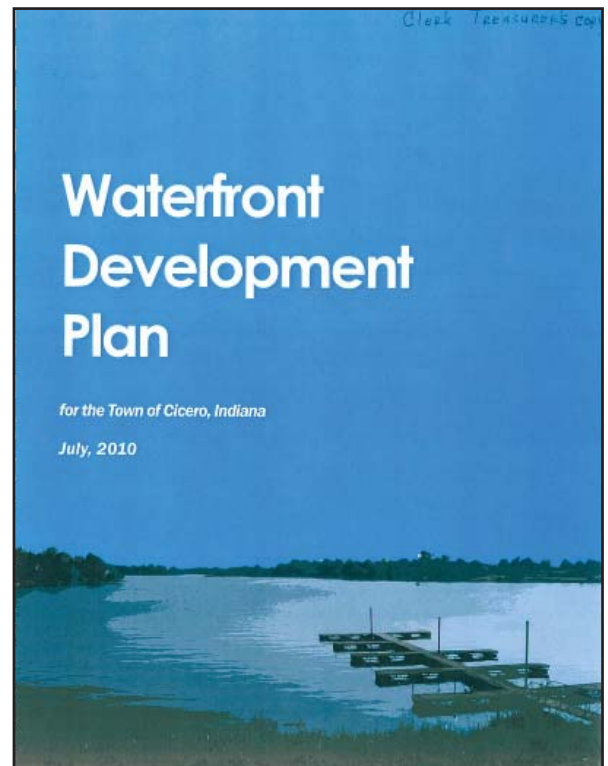


The Cicero Downtown Improvement Study was aimed at building a stronger downtown through theming, land use, critical mass, urban design, branding, and transportation efforts.

Three concepts, originated here, have been carried over and built upon in the current Downtown Revitalization Plan:

- The “Park Crescent” proposed linking the existing Red Bridge Park with a proposed park at “Vinegar Hill” via a pedestrian causeway.
- The reorganization of Red Bridge Park proposed a “flip-flop” of the parking and open space to better utilize the waterfront.
- The development of a new mixed use Town Hall building located within the downtown.

## 2010 Waterfront Development Plan



The Waterfront Development Plan focused on creating a strategy for better utilizing the town’s direct proximity to Morse Reservoir for potential redevelopment projects, and in turn, economic benefits for the community.

Through public input, three conclusions were drawn that were considered throughout this plan:

- Public access to the water is lacking.
- Downtown Cicero is disconnected from the lakefront.
- Public recreation space is preferred over private development along the water.

The “Park Crescent” and “Vinegar Hill Park” concepts were developed in this study to include a pedestrianized Main Street, boardwalk promenade, amphitheater, Lake House event center, and festival grounds.

Additional recommendations included the development of a “Marina District” with lake-related retail, boat slips, higher density residential, a defined “Houses as Businesses” zone along Jackson, and proposed future residential development in the neighborhood between the reservoir and downtown.

The five principle tenants of Waterfront Development Plan are directly in line with several of the Downtown Revitalization Plan goals:

- Enhance the town’s quality of life
- Provide public access to the water
- Create a compelling, central space for recreation
- Support a small town lifestyle
- Generate opportunities for economic development

## 2015 Town of Cicero & Jackson Township, IN Comprehensive Plan



The comprehensive plan outlined several opportunities and related recommendations specific to the downtown and waterfront areas:

- The proposed U.S. Bicycle Route #35 is intended to run along SR-19 creating an opportunity to engage cyclists in downtown Cicero.
- Downtown Cicero and the Morse Reservoir waterfront were listed as top infill and redevelopment areas; therefore, it was suggested these sites be actively marketed.
- It was recommended a historic district be established with enforced design regulations to preserve building character.



## STUDY AREA

The project study area is depicted by the boundaries on the accompanying Project Study Area map below. Although the Morse Reservoir waterfront is not technically considered downtown, it is such a unique asset to downtown Cicero, and an integral part of the town's identity, the study area was extended to include it. The key locations within the study area include, (1) Historic Downtown Core, (2) Jackson Street Corridor, (3) SR-19 Corridor, and (4) the Waterfront.



The Morse Reservoir is less than a third of a mile from the Historic Downtown Core and a major component of the town's identity.



## PLANNING PROCESS

This plan was developed using two means of public input—a steering committee and a public workshop.

The steering committee consisted of key town staff, elected officials, and representatives from “Our Town Cicero”, the official OCRA Main Street Organization, as well as local business owners. A detailed list of people on the steering committee can be found in the Acknowledgments section of the plan. Throughout the process the committee met with the consultants to review preliminary research and provide input.

A public workshop was held at the community building in Red Bridge Park. Local citizens were encouraged to attend and provide input. Preliminary ideas were presented to a crowd of just under 30 people. A question and answer period followed from which feedback and suggestions were gathered.

## PLAN ORGANIZATION

The analysis and recommendations of this



Steering Committee Meetings were held in the Town Hall meeting room and encouraged interactive discussions.



Example of downtown concept graphics presented at the public workshop.



A public workshop was held at the meeting room in Red Bridge Park, and had nearly thirty local participants.

plan are presented in four main sections including:

- **Existing Conditions** – Provides an overview of existing physical and market conditions within the project area.
- **Fundamentals** – Outlines the fundamentals of downtown revitalization.
- **Priorities** – Illustrates a conceptual master plan and prioritizes goals for each district.
- **Implementation** – Recommends catalyst projects, initiatives, and strategies to implement this plan.

## **WHERE TO START?**

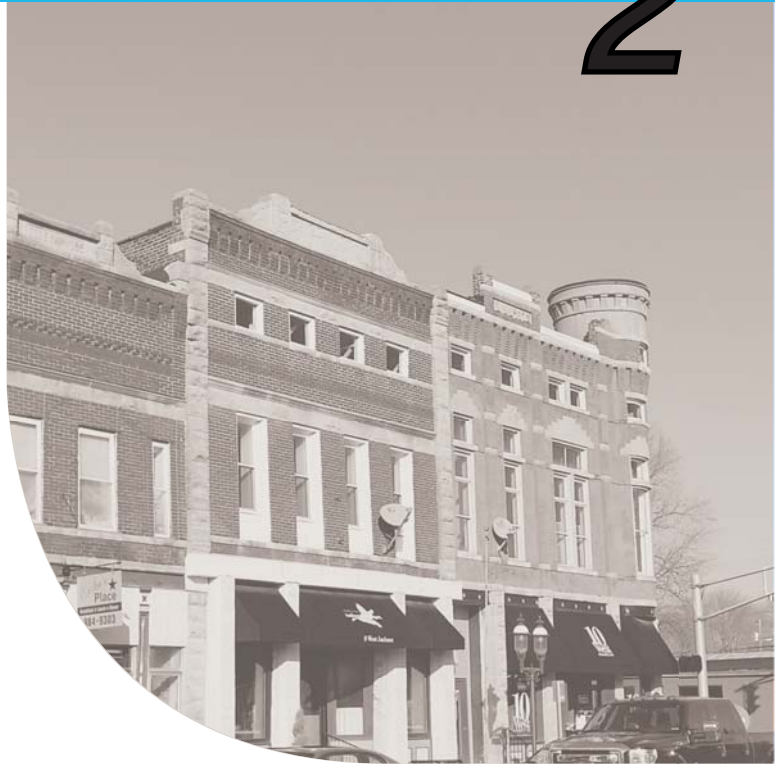
This plan is intended to be used as a framework for long term redevelopment of downtown Cicero. The implementation plan is structured to help set priorities and provide the necessary “next steps” to guide local leaders through the decision-making process.





# EXISTING CONDITIONS

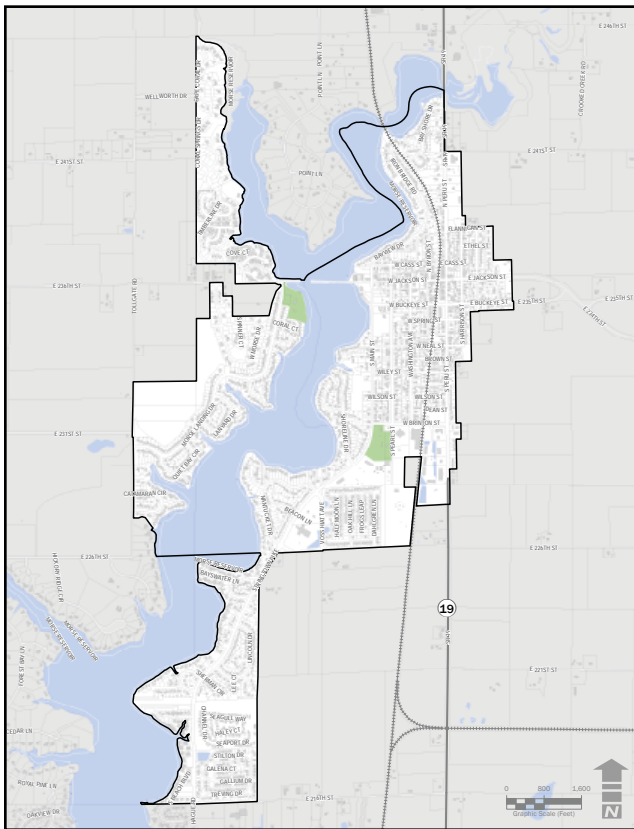
# 2



## HISTORIC DEVELOPMENT

Cicero was platted in 1834 and enjoyed a brief population and industrial boom during the mid to late 1800's before industry migrated to other population centers in Indiana. Cicero's population began to grow steadily again in the 1950's as Morse Reservoir was opened and brought residential growth and development.

Today Cicero is known as a lakeside community with the benefits and qualities of a small town, but the convenience of being close to Indianapolis, Noblesville, Carmel, Kokomo, and Anderson.

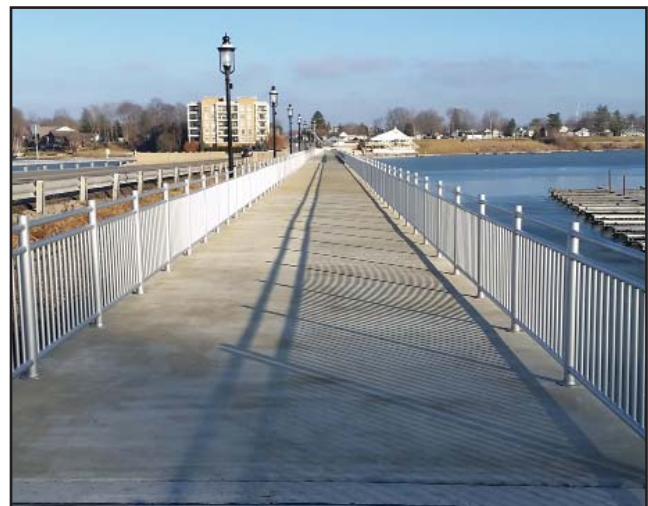


Cicero City Limits

## RECENT SUCCESSES

As the Indianapolis metro area has grown tremendously at its northern boundary, Cicero has been able to capture some of the excitement, energy, and benefits inherent in a growing region. Some recent successes in the community include:

- Continued residential development, including the Waterfront Condominiums at Morse Lake, Stillwater Cove, and Morse Landing.
- Designation as an Indiana Main Street Community in October 2015 with the creation of Our Town Cicero.
- Green Communities Award from the Indiana Association of Cities and Towns in October 2015.
- Creation of a Community Development Specialist position in January 2016 to assist in development and implementation of projects to strengthen economic development opportunities in Cicero.
- Completion of Veterans Walkway in November 2014. The walkway now provides a safe passage along the causeway.



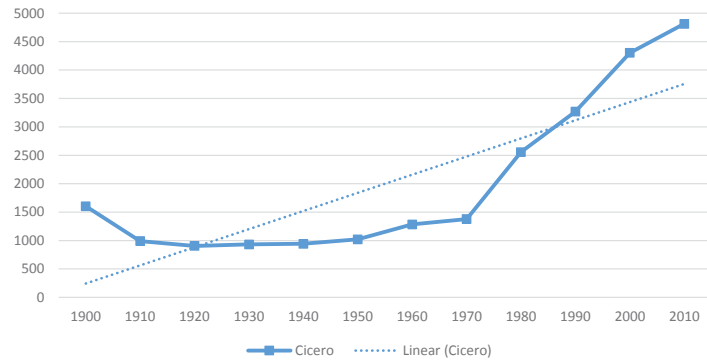
The Veteran's Walkway was recommended in several past plans and completed in 2014.

## DEMOGRAPHIC CONDITIONS

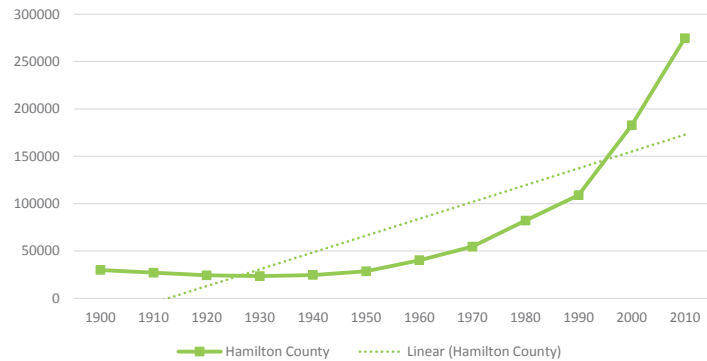
### Population Growth and Trends

Cicero, much like the surrounding county and metropolitan area, is growing. Since 1980, Cicero has nearly doubled from a population of 2,557 to 4,870 in 2014. While projections are not available for Cicero, projections for summarizing indicate continued, steady, and strong population growth for the surrounding Hamilton County, which is projected to have a population of nearly 400,000. Hamilton County's 2014 population count is 289,722. As shown in the charts below, Cicero's population trend has largely mirrored that of Hamilton County.

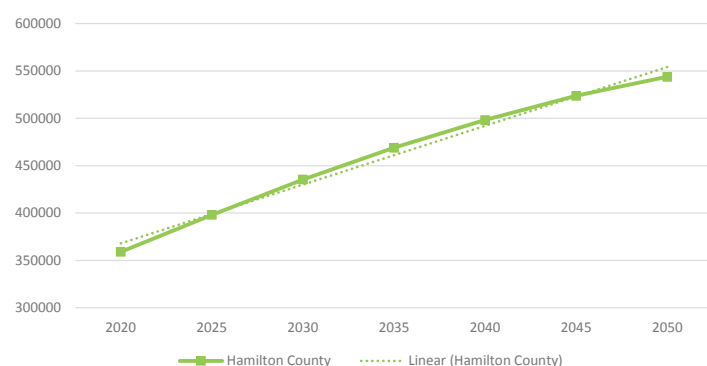
Graph 1 - Cicero  
Population Growth



Graph 2 - Hamilton Co.  
Population Growth



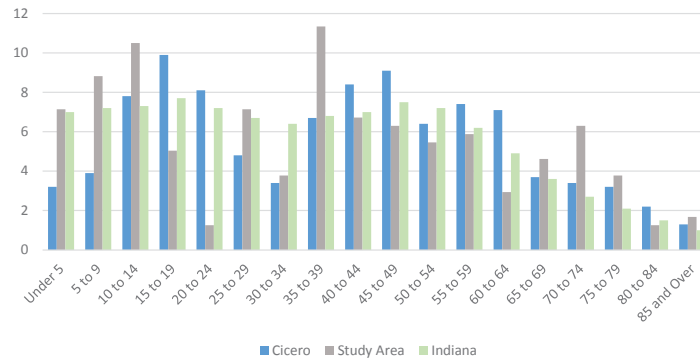
Graph 3 - Hamilton Co.  
Population Projections



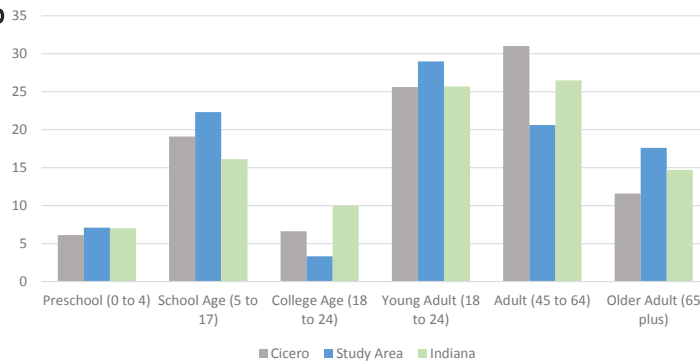
## Age Distribution

The age distribution in the town largely aligns with the State of Indiana. However, the age distribution within the study area, as indicated on the project study map on page 11 in the Executive Summary, differs in a few key areas. There is a higher percentage of school age children and young adults, and a smaller percentage of college age students and adults. While the study area population is small, around 238 individuals, this difference may indicate that there are a higher percentage of young families in the study area than in the rest of Cicero. The median age in the study area is also lower at 35.6 compared to 39.8 for the Town of Cicero as a whole.

Graph 4 - Age Distribution



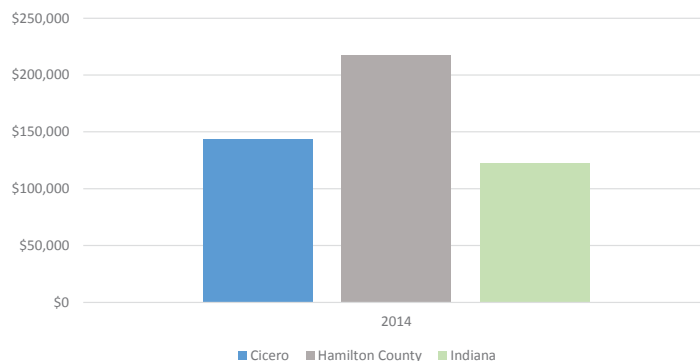
Graph 5 - Age Distribution by Group



## Median Home Value

The median home value graph to the right illustrates that average value of owner occupied homes in Cicero is well above the state average, but well below the Hamilton County average. This trend follows for the median income as well. Cicero's median income for 2014 was \$56,234, compared to Hamilton County at \$84,635 and Indiana at \$47,737. Both these trends illustrate the potential for increased housing values and future median income for Cicero as growth continues to expand in Hamilton County.

Graph 6 - Median Home Value



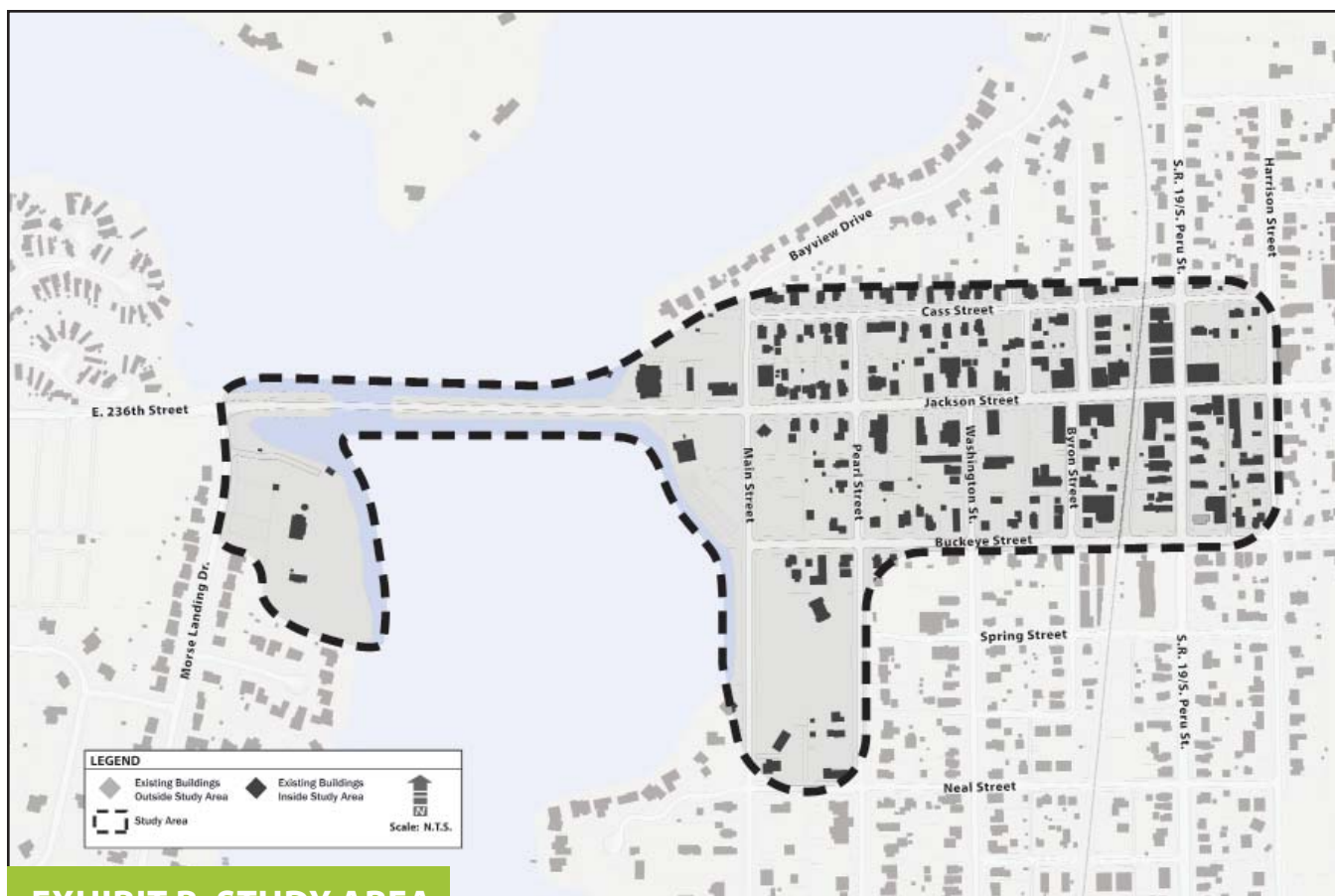
## PHYSICAL CONDITIONS

### Project Study Area

The project study area is depicted on the map below. The study area focuses on the downtown core area, and the lakefront just south of the causeway on the east and west shores, including Red Bridge Park. The lakefront has been included in the study area due to its proximity to the downtown and the fact that Cicero's reputation and marketing strategy is entwined around Morse Lake.

### Building Density

The map below also depicts the current building density within the study area and surrounding context. The study area has a fairly uniform density of buildings, with a slightly higher concentration centered along Jackson Street near the railroad crossing and SR. 19. The outlying areas are typified by scattered structures and larger open spaces of park land, residential lots, vacant land, or parking areas. The map illustrates that there is a strong opportunity for infill development and increasing the density within the study area.



**EXHIBIT B: STUDY AREA**



## Land Use

There are two distinct land uses within the study area. The east and west shores of the lake are decidedly recreation focused and support park space, residential uses, and limited retail primarily food oriented in nature. The east end of the study area is much more mixed use in nature with commercial, retail, and residential uses all occupying space within the downtown area. This mix of uses is very desirable and opportunities exist to reinforce and strengthen the existing land uses within the study area.



The lakeshore at Red Bridge Park



Open space at Vinegar Hill



Downtown Cicero

## Gateways and Open Space

There are three main areas of open space within the study area; Red Bridge Park on the west side of the lake, Vinegar Hill on the east side of the lake, and the areas on either side of the railway as it runs through downtown. There are also several small pockets of open space in the form of vacant lots or side yards throughout the study area. The lakefront represents some of the largest and most popular recreation opportunity within Cicero.

The western terminus of the causeway at the entrance to Red Bridge Park is a natural gateway into the community. Likewise, the intersection of Jackson Street and S.R. 19 is another natural gateway into the downtown district. The strong building facades facing S.R. 19 at this intersection further strengthen the opportunity for a unique gateway at this location. Approaching this intersection from the north and south provides secondary opportunities to define the downtown district and signal to visitors they are entering a unique area before they arrive at its center.



Looking west along Jackson Street at Main Street

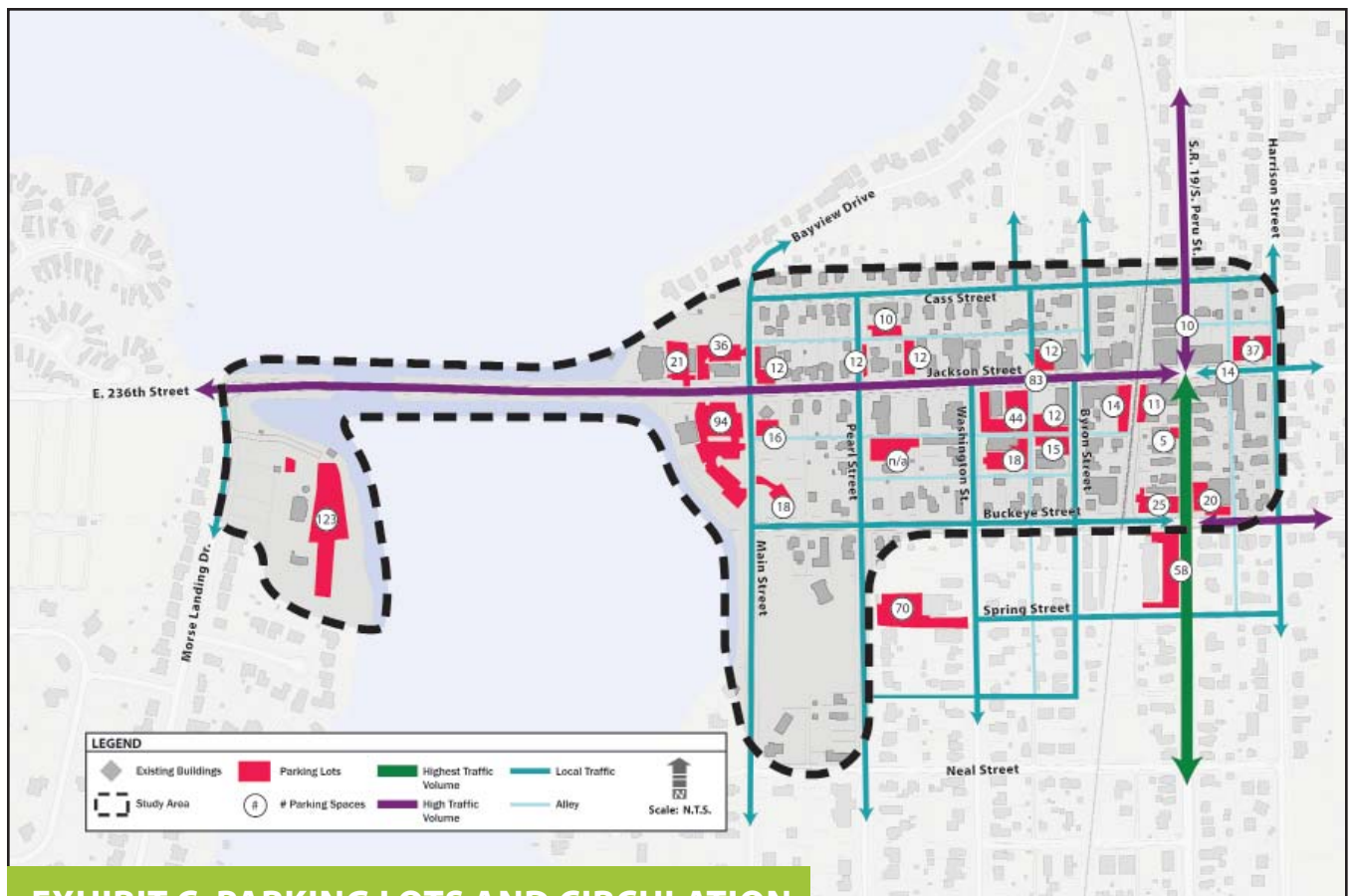
## Parking and Circulation

The map below depicts the current roadway network within and surrounding the project area. S.R. 19 carries the most traffic as it approaches Jackson Street from the south. S.R. 19 north of Jackson Street, Jackson Street, and Buckeye Street east of S.R. 19 all carry the next greatest volume of traffic. As these routes all carry the most traffic, they provide the most visible development frontage which makes them the most appealing for development interest. The remainder of the street grid is local streets which are used primarily for local traffic.

Between large surface parking lots and striped on-street parking, there are over 800 parking spaces available within the study area.

While this map does not delineate between private and public parking, it does illustrate that there is ample parking to support residential and business users within the study area. This map also does not account for on-street parking which isn't striped and the numerous small lots and pull-off parking areas found throughout the study area.

The map also illustrates the approximate available parking within the study area as calculated using an aerial image from October 2015.



## Drainage and Infrastructure

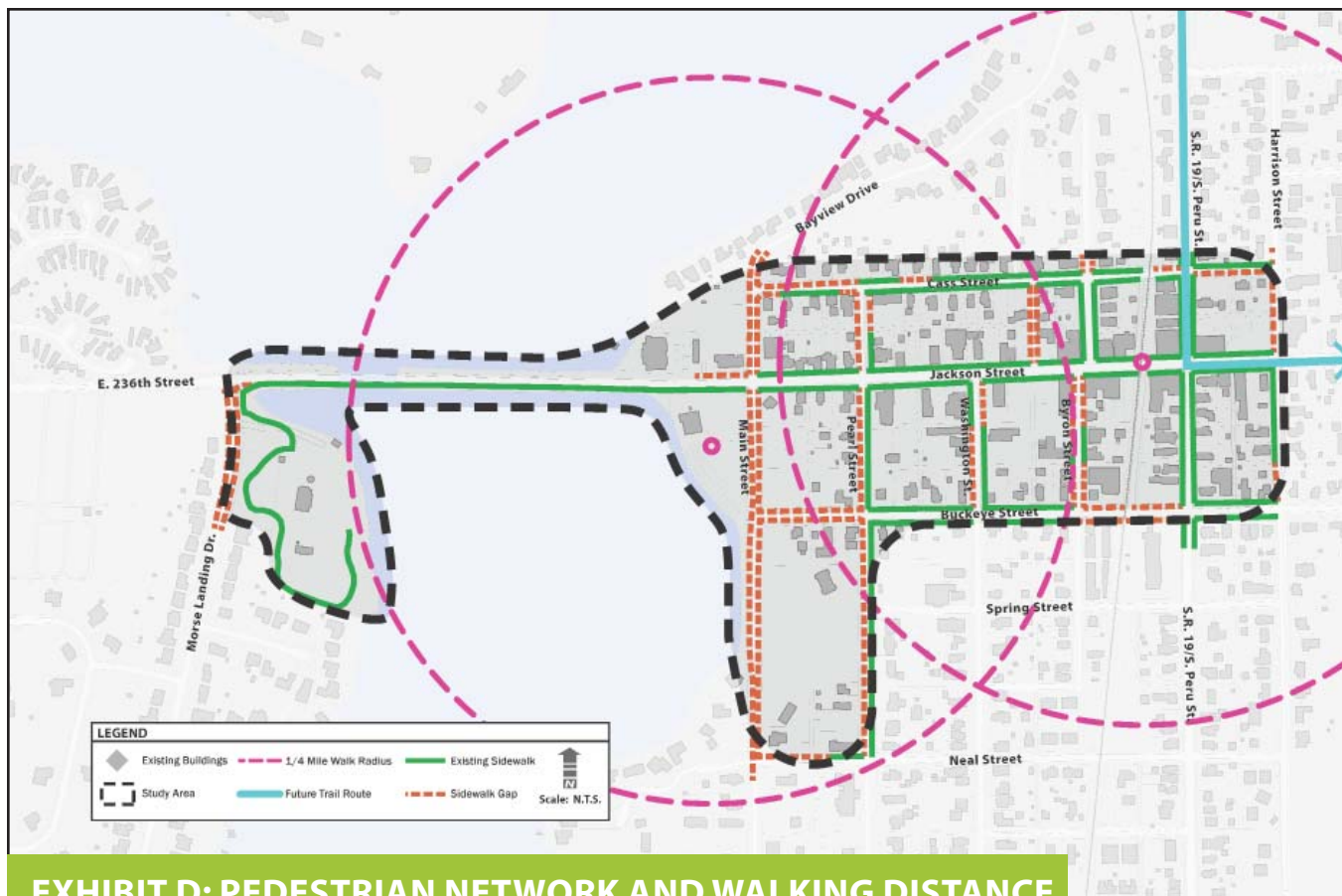
Cicero controls local public water and sewer service. The water plant draws its water from four wells in the area and services nearly 2,000 customers. The water treatment plant is designed to handle 750,000 gpd, with 1.5 million gallons at peak times. Currently, the daily operation is just over 50% capacity.

Streets are generally in good shape within the study area. While the State is responsible for S.R. 19, all other roadways within the study area are the responsibility of Cicero and are maintained by the towns' utility department. S.R. 19 and Jackson Street are both noted as primary arterials on the 2007 Hamilton County Thoroughfare Plan.

## Sidewalks & Trails

Sidewalks within the study area are generally in good shape, though there are some gaps in the pedestrian network. During the 2015 Comprehensive Plan, nearly  $\frac{1}{2}$  of all community survey respondents said developing sidewalk and walking/biking trails were a very important goals compared to only  $\frac{1}{4}$  of respondents who felt it was important to improve streets and roads.

The graphic below illustrates the locations where gaps exist in the sidewalk network. By closing these short gaps in connectivity, nearly all areas within the study area around downtown can be safely and easily reached by walking. In fact, most of the downtown is within a  $\frac{1}{4}$  mile, which is a considered about a five minute walk and very comfortable for most individuals.





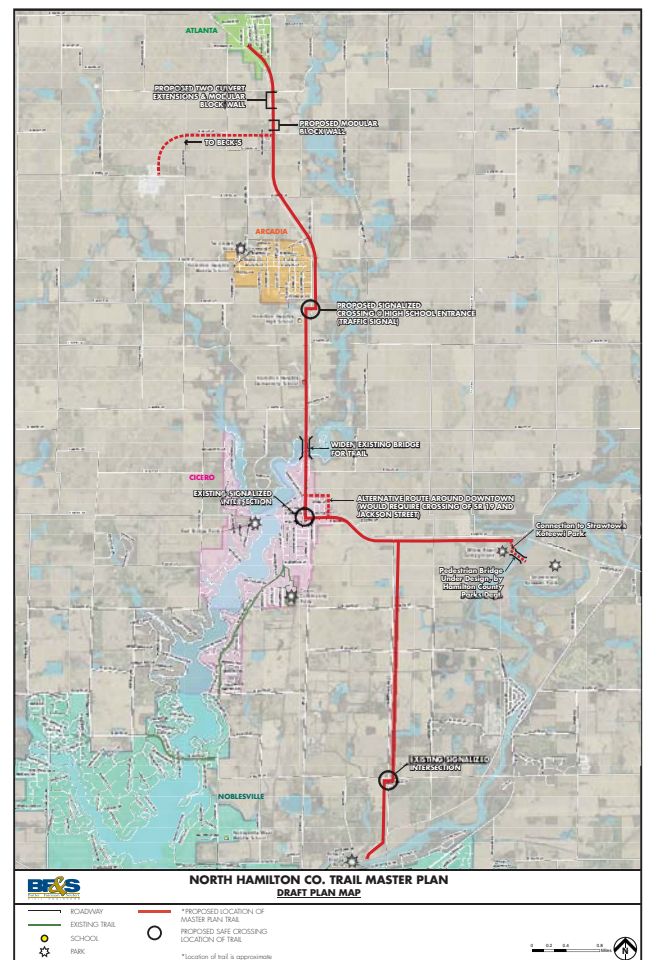
Additionally, Red Bridge Park and Vinegar Hill are also nearly within a ¼ mile of each other.

While most of the Jackson Street corridor contains sidewalks, there are several sections that are not of a comfortable width and safe crossings are minimal. Additional crosswalks and infill sidewalks should be pursued to facilitate a consistent, safe pedestrian route on Jackson.

The November 2015 draft version of the Northern Hamilton County Trail Masterplan called for a shared use trail to run from Arcadia to the north along SR 19 to Jackson Street, and then follow Jackson Street west to Strawtown Koteewi Park and south along Cumberland Road to Potter's Bridge Park in Noblesville.

An additional trail is under design along 236th Street from the western city limits heading west.

The extension of the Strawtown Koteewi trail south of Cicero is also under design and will connect to the trail network in Noblesville.



**Draft version of the North Hamilton County Trail Master Plan credit: BFS Engineering**

## Streetscape and Buildings

As described previously and illustrated on Exhibit D, walkable sidewalks exist along the entire Jackson Street corridor. Two to three story buildings make up the center of the downtown, centered between S.R. 19 on the east and Short Street on the west. The railroad bisects this core from north to south, creating a large opening in the streetscape fabric which would otherwise likely be continuous.

Beyond this core, the density decreases and the buildings transition to more single story structures and single family type residences, several of which have been converted to businesses. There is more open space, landscaping, and trees within this transitional corridor between the core of downtown and the lakefront.

While there are two distinct typologies of streetscape along the Jackson Street corridor, they are tied together through the use of decorative lighting which extends along the causeway. Other site furnishings such as benches and trash receptacles can also be found along the entire corridor, further linking the two ends of Jackson Street through the downtown.

The Hamilton County Interim Report, an inventory of Indiana historic sites and structures published by the Historic Landmarks Foundation of Indiana has identified several historic structures in downtown Cicero. These buildings comprise the historic core of Cicero and their locations are illustrated in Exhibit E below. A photo inventory is provided to the right.



**EXHIBIT E: BUILDING FACADE PRIORITIES**

Many of the noteworthy structures within this core were constructed during the late 1800's and early 1900's, during which the interurban reached Cicero, the town received electricity, and the streets were paved with brick.

The Knights of Pythias building, which sits at the corner of Jackson and S.R. 19, is one of the most prominent structures in the area



The V Case Building has retained much of it's historic character, while adjacent structures have lost their features over the years.



The Case and Russell Building is a noteworthy structure.



Commercial structures built in 1895 and 1910.

and welcomes visitors into the downtown. The Beals Block building, the V Case Building, and Z Collins Building are also noteworthy structures surviving from this era which give presence to Cicero's downtown.

Prioritization of improvements for these historic facades as well as additional facade recommendations for other structures in the downtown can be found in the Recommendations Chapter later in this plan.



The Knights of Pythias building sits at Jackson and S.R. 19 and greets visitors to downtown. The Beals Block building and Eureka building comprise the rest of this block .



The I.O.O.F. Building was built in 1910 and maintains much of it's historical character.



Most of the building in this block have no historic significance.

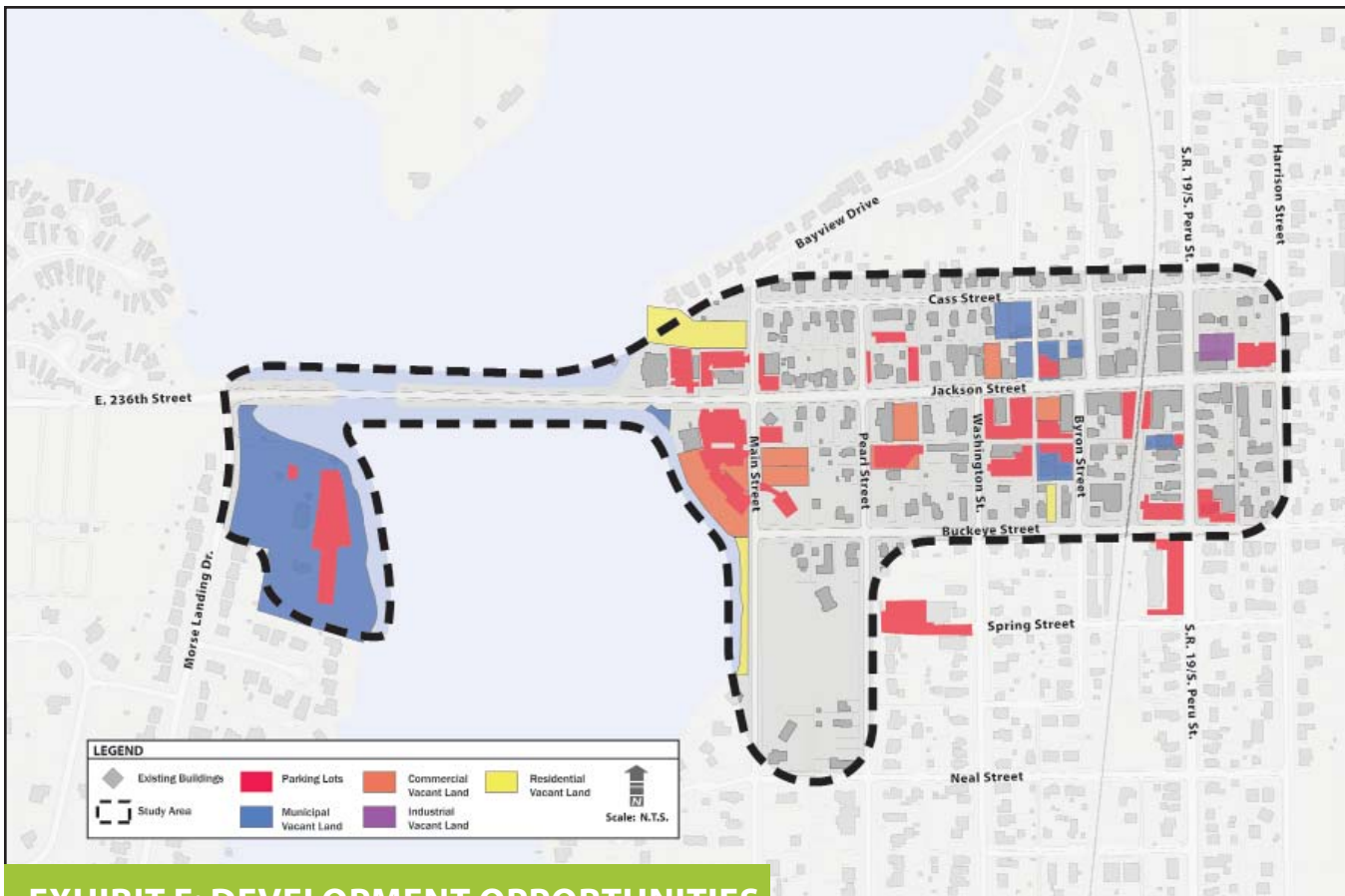


## Development Opportunities

There are several development opportunities within the study area. As the graphic illustrates, there are several town owned parcels, as well as empty lots and parking areas which could be reconfigured to allow for future development. Of primary interest is the space around the intersection of the railway and Jackson Street. While this space isn't ideal for building development, it does have great potential for a community gathering space or plaza space of some sort to support nearby businesses and town events.



Vacant parcels and parking lots present development opportunities in Cicero.



**EXHIBIT F: DEVELOPMENT OPPORTUNITIES**

## SOCIAL AND CULTURAL CONDITIONS

### Programming and Events

A variety of programs and events occur in Cicero each year. Our Town Cicero is working to expand the programming in the downtown as well as along the waterfront.

- Since 2012, the Town of Cicero has worked with local artists and businesses to sponsor a hand-painted rain barrel contest and auction.
- The USAT-sanctioned Mini-Spring Cicero Triathlon is held in the summer and includes a .2 mile swim across Morse Reservoir, a 9.5 mile bike ride through the country west of Cicero, and a 3.1 mile run through the neighborhoods of Cicero.
- Cicero Kids Go Fishing Day
- Indiana Transportation Museum Train and Morse Lake Dinner Train
- Red Bridge Rod Run
- The Lights Over Morse Lake 4th of July and Memorial Day celebrations
- Wicked Walk and Run
- Dine on the Causeway
- Taste of Chocolate



Many of the hand-painted rain barrels that were auctioned off are visible throughout town.



The Cicero Kids Go Fishing Day is a popular lakeside event in the summer.



Cicero hosts parades for both Memorial Day and 4th of July celebrations.



The ITM train rolls through downtown Cicero.



The Red Bridge Rod Run is in its 24th year.

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# ECONOMIC DEVELOPMENT ANALYSIS 3





## ECONOMIC DEVELOPMENT ANALYSIS

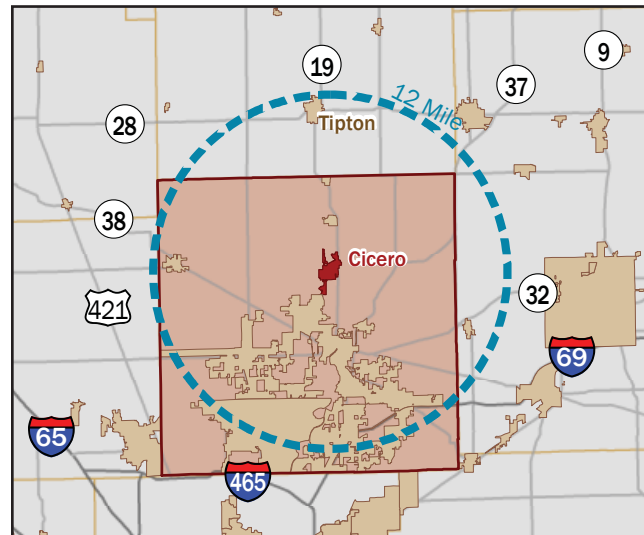
A strong and vibrant central business district or downtown is an important factor in developing a solid economic core and long term sustainability. While Cicero's local economy is influenced by a variety of factors, several trends and elements are very favorable for local economic success.

As previously mentioned, Hamilton County and Cicero have grown significantly in the last few decades. While projections aren't available for Cicero, Hamilton County is projected to continue steady population growth through 2050. This growth means that local businesses and prospective developers can expect a slight increase in the local consumer base. The median income for Cicero is also encouraging, as households in Cicero earn 13% more than the State of Indiana and 44% of households earn more than the national average. If all of Hamilton County is considered, the median income is 42% more than the State.

The population make-up within the community is also fairly balanced and closely mirror those of Indiana. Within the community, the two largest age groups are young adults (25 to 44) and adults (45 to 64). Of the total households in Cicero, nearly 73% are family households. (U.S. Census 2014 ACS).

### Regional Context

It is important to also consider the regional context in which Cicero finds itself. While Cicero's population is just under 5,000, there are over 225,000 people within a 12 mile radius of the town. Within this population, incomes continue to be higher than the State as a whole, and there is a near equal or higher percentage of children, and young adults.



Over 225,000 people reside within 12 miles of downtown Cicero.

Within this area, there are nearly 85,000 households, of which nearly 74% are families. The households within this population also tend to be larger, with more four and five person households than in Cicero. The surrounding population also has higher percentages of bachelor and professional degrees, and the home ownership rate continues to be high, with nearly 80% of occupied structures being owner occupied.

### Quality of Life Improvements

Cicero also stands to benefit from continued quality of life improvements in the town and the region. Investments in the community, such as the Veteran's Walkway, the library, and the Cicero Sports Complex all strengthen the community's quality of life, which is an increasingly significant piece to local economic development strategy. Local leaders also continue to strengthen the community through such efforts as joining Indiana Main Street, updating the comprehensive plan, and hiring staff to focus on community development. Continued regional growth and investment, such as regional trail networks, also boost local efforts in Cicero.

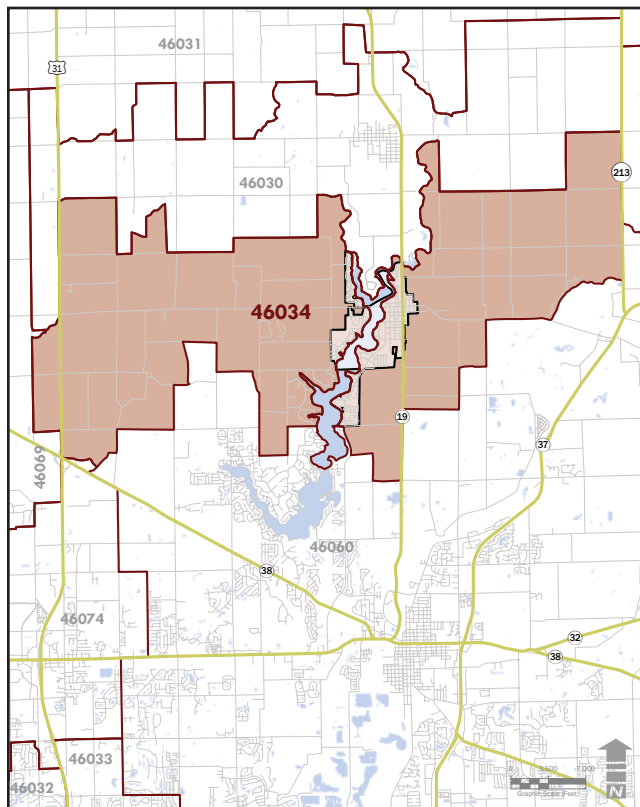


## LOCAL ECONOMIC SNAPSHOT

The following snapshot of the economic climate in Cicero has been assembled from several sources including the Indiana Zoom Prospector, the 2010 U.S. Census and the 2013 Economic Census.

According to the 2013 Zip Code Business Patterns (NAICS) by the U.S. Census Bureau, there were a total of 136 business establishments in zip code 46034. Most of the area directly outside of Cicero is very rural in nature and contain limited if any business. However, the southern boundary of the zip code touches the northern City limits of Noblesville, and the western boundary extends to US 31 where a few automotive oriented businesses can be found.

The 2015 data from the Indiana Zoom Prospector indicated 168 establishments within 1 mile of Cicero. Of these



Limits of zip code 46034

establishments, the vast majority (65%) were comprised of 1 to 4 employees. An additional 21% of local establishments had between 5 and 9 employees.

**The vast majority of businesses (65%) in Cicero employ four people or less. 86% of all business in Cicero employ nine employees or less.**

Per the 2013 Zip Code Business Patterns (NAICS), the top industries by the number of establishments were:

- Retail trade: 22 establishments
- Construction: 18 establishments
- Other services: 17 establishments (includes beauty salons, religious organizations, and automotive repair/maintenance)

According to the Indiana Zoom Prospector 2015 data, the top industries by number of jobs were:

- Accommodation and Food Services
- Retail
- Health Care and Social Services
- Other Services – Repair, Personal Care, Laundry, Religious, Etc.
- Public Administration

The majority of workers in Cicero are blue collar (61%) with a smaller percentage of white collar (38%). According to [www.businessdictionary.com](http://www.businessdictionary.com), blue collar refers to employees whose job entails (largely or entirely) physical labor, such as in a factory or workshop. White collar jobs refers to employees whose job entails (largely or entirely) mental or clerical work, such as found in office settings.

## MARKET SEGMENTATION AND CONSUMER SPENDING

### Market Segmentation

Together, the demographic data and segmentation snapshots suggest that there are economic opportunities for businesses which support family oriented activities, such as dining, entertainment, and leisure activities. There also appear to be opportunities for service oriented businesses that support homeowners and commuters.

Online tools from ESRI and the Indiana Zoom Prospector can begin to paint a picture of the market segmentation groups within Cicero.

The ESRI Tapestry tool indicated the following top three segmentation groups for Cicero.

- 62% Green Acres
- 14% Rustbelt Traditions
- 11% Salt of the Earth

South of Cicero, the top two segmentation groups according to ESRI Tapestry are “Soccer Moms” and “Up and Coming Families”. These segmentation groups have been named and described by ESRI Tapestry and brief summaries of the segmentation groups can be found on the following page.

The Zoom Prospector from the Indiana Economic Development Corporation has also identified their own top three segmentation groups within Cicero. They include:

- Dual Income Suburban Families
- High-income kid free couples living in the suburbs
- Single suburban homeowners

Brief summaries for the Indiana Zoom Prospector segmentation groups can also be found on the following page.

The community demographic data described earlier in this chapter support these segmentation groups, with a high percentage of families, young adults and adults within Cicero. The Cicero community also contains many more homeowners than renters. Nearly 73% of housing units in Cicero are owner occupied.



The restaurant, 10 West, occupies the first floor of a historic building, and has created a local and regional draw for downtown dining.

## **ESRI Tapestry**

### *Green Acres:*

Older, self-reliant, married couples who are still working, but edging toward retirement. Most have no children living at home. Income comes from wages, salaries, investments, and increasingly Social Security benefits. Live in the rural pockets of urban areas, in older single-family homes with acreage. Money is spent cautiously, focusing on quality and durability.

### *Rustbelt Traditions:*

Married couple families and a growing number of singles. Family-oriented, stable, hard-working people who have lived, worked and played in the same area for years. Manufacturing, retail, and health care provide jobs for skilled workers. Income comes from wages, Social Security benefits, and retirement investments. Shopping is spent looking for bargains and American-made products.

### *Salt of the Earth:*

Solid, settled, and traditional married couples concentrated in the Midwest. Many of the children have grown up and moved away. Construction, manufacturing and related service industries provide steady employment. Brand loyal and cost conscious, we try to buy American when we can, and conduct our business in person.

### *Soccer Moms:*

The relative peace of the affluent, family-oriented neighborhoods in the outer suburbs provides welcome relief from hectic jobs, long commutes, and busy lives with growing children. Convenience is important, including banking and shopping online. First and second mortgages and car loans are part of life. Well insured and building investments such as funds, bonds, and stocks.

### *Up and Coming Families:*

Younger, more diverse, and mobile than previous generations. Ambitious, working hard, and willing to take some risks to achieve our goals. Credit card debt, student loans, and mortgage payments tighten the budget, still saving for retirement and donating to charities. Price conscious, shop the best deals, and seek opinions from others about products.

## **Indiana Zoom Prospector**

### *Dual income suburban families:*

These married couples with children lead very busy lives, with most bringing in two paychecks per household. Education level varies from high school to college.

### *High income, kid free couples living in the suburbs:*

Middle-age, dual income, no kids couple bringing in two attractive incomes. Most are highly educated and are employed in management professions. A high proportion are homeowners.

### *Single suburban homeowners:*

More than 75% of these pre-middle-age to middle-age singles own their homes. Income ranges from lower to middle. Education varies from high school or lower to college.

## Consumer Spending

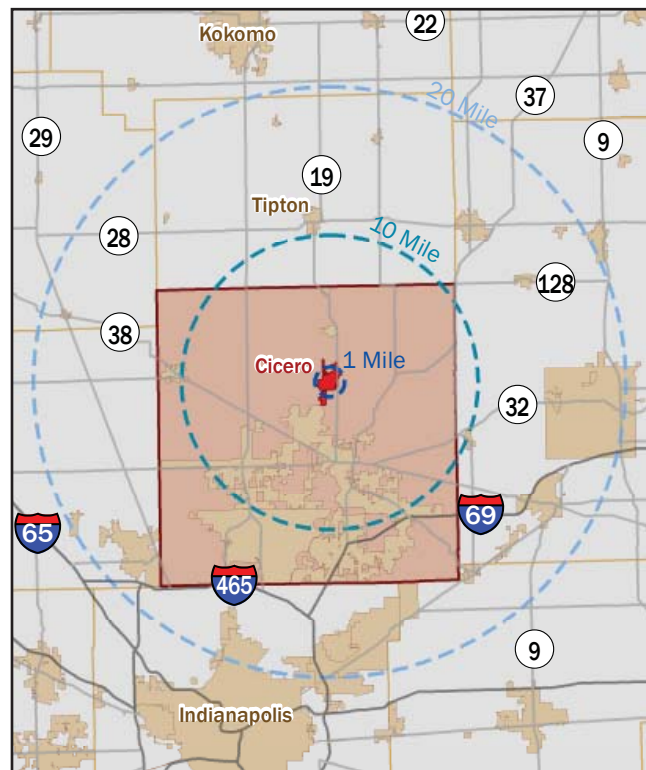
According to the Indiana Zoom Prospector, the top ten consumer spending categories within a one mile radius of Cicero are:

1. Shelter
2. Transportation
3. Food/beverage
4. Health care
5. Utilities
6. Entertainment
7. Education
8. Apparel
9. Household Furnishings
10. Household Operations

If a 10 mile radius beyond Cicero is considered, the top ten categories and expenditures per household remain nearly identical. However, if a 20 mile radius beyond Cicero, is considered, expenditures spent per household is much higher.

Lastly, according to the Indiana Zoom Prospector, the top ten retail potential categories for Cicero within a one mile radius are:

1. Grocery stores
2. New car dealers
3. Department stores
4. Mail order and catalog stores
5. Computer stores
6. Pharmacy and drug stores
7. Warehouse superstores
8. Gas stations with convenience facilities
9. Full service restaurants
10. Limited service restaurants



1, 10, and 20 mile radii around Cicero. Hamilton County is represented by the red shaded area.

Again, when a 10 mile radius beyond Cicero, is considered the categories and expenditures per household remain nearly identical. When a 20 mile radius is considered, the categories continue to remain the same, but household expenditures per category increase significantly.



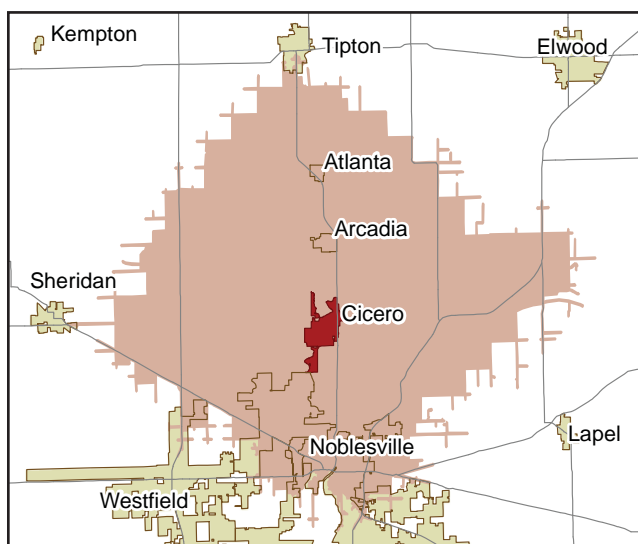
Business such as the Cicero Market represent the top retail opportunity according to the Indiana Zoom prospector.



## Retail Leakage and Surplus

As part of the analysis of this plan, a retail leakage and surplus analysis was performed. This type of analysis is a guide to understanding retail opportunities and can assist in understanding supply and demand for retail needs in the local community as well as strengths and weaknesses in the local retail sector. The complete analysis has been provided in the appendix.

When reviewing the analysis it is important to note that Cicero lies just on the outskirts of a major population center and the City of Noblesville is growing up towards Cicero. This is of importance as the data can be skewed by the significant retail offerings in such a large community. As the map below illustrates, the 15 minute drive time upon which the analysis was based actually starts to protrude into Noblesville City limits. However, from a retail perspective, it is important to know larger trends outside corporate limits, especially for a small community.



The retail leakage and surplus analysis is based on a 15 minute drive from downtown Cicero, which extends well into Noblesville and neighboring communities.

The proximity to Noblesville aside, there are still a few key takeaways from the analysis.

There are a few categories which are classified as retail surplus. Retail surplus means that a community's trade area is capturing the local market plus attracting non-local shoppers. A surplus does not mean that the community can not support additional businesses. Store types with a retail surplus include:

- Motor Vehicle Dealers
- Beer, Wine, & Liquor Stores
- Warehouse Clubs and Supercenters
- Other General Merchandise Stores

As mentioned, the analysis extends into Noblesville and surrounding communities, which explains why warehouse clubs and supercenters represent a surplus, even though Cicero doesn't actually have any within its boundaries. Beer, wine & liquor stores are likely supported by the reputation of the area as a recreation and entertainment destination built around Morse Lake. Motor vehicle dealers is another category likely skewed by retail offerings in Noblesville.

The remaining retail store types within the study area are classified under retail leakage. Retail leakage means that residents are spending more for products than local businesses can capture, which suggests there is unmet demand in the area and the community can support additional store space for that type of business.

While most of the store types within this category have demand that exceeds sales by more than 60%, food service and drinking places are near equilibrium, with demand only exceeding sales by 20%. These type of establishments include full-service restaurants, limited-service eating places, special food services, and drinking places (alcoholic beverages). By nearing equilibrium, these establishments are poised to start attracting non-local shoppers above and beyond what the local market will support.

**The strength of food service and drinking places compared to other store types with a retail leakage is a testament to the recent growth in Cicero of restaurants and the growing population of Cicero as a culinary destination.**

Beyond serving local citizens, some businesses have found success by appealing to regional tourists who come to enjoy the lake or take a weekend trip on the Morse Lake Dinner Train.

With so much unmet demand, there is real opportunity for Cicero to continue to develop it's downtown as a regional destination. Key to this growth and appeal will be finding and developing a niche for the community, one which Noblesville isn't meeting, but can support. Small boutiques, unique restaurants, and other shopping opportunities can all be supported given the unmet demand within the study area.

## **ECONOMIC GROWTH GOING FORWARD**

While it is not expected that Cicero residents will exclusively shop downtown, or that residents outside of Cicero will not shop downtown, there is a tendency for individuals



Alexander's is an example of a locally owned business in direct proximity to downtown Cicero.



10 West represents one of the regional draws for Cicero as fine dining example at the east end of downtown.



Lazy Frog is another dining option and attraction for visitors outside of Cicero at the west end of downtown.

to want to shop closer to where they live. Luckily for Cicero, there is an existing and growing disposable income base for future businesses or commercial interests.

Additionally, most of these businesses are locally owned and operated, which means that the local impact of this spending is much greater than what would be found at national chains.

Additional strategies for strengthening the downtown as an economic engine for the community include growing the nearby residential base and growing the employment base. Both of these strategies feed off of each other. As more residential opportunities are available, the employment base grows. As more jobs are available, more pressure exists to grow the residential base.

**According to the American Independent Business Alliance, 48% of money spent at local retailers is returned to the local economy. This multiplier effect can be a powerful force in turning successful downtowns into economic engines for the community.**

Successful economic growth and development rarely occur, without a combination of public/private investment, especially in previously developed areas such as downtowns. These partnerships can include the construction of required infrastructure, construction of buildings for sale or lease, and development of public amenities such as trails, parks, and open spaces.

As the process of redeveloping existing ground is often more time consuming, costly and involved than developing open greenfield sites, Cicero needs to continue to make the case that investing in the downtown is a worthwhile pursuit.

Cicero must continue to develop its marketing and brand as a superior place to live, eat and play in Hamilton County. If people are convinced that an area or product is superior in some manner from other offerings, a premium in value can be justified. In this case, the premium would be the additional costs associated with redevelopment and infill development. With the ideas laid forth in this plan, Cicero can continue to build its brand and make it an attractive place for future business and residents alike.



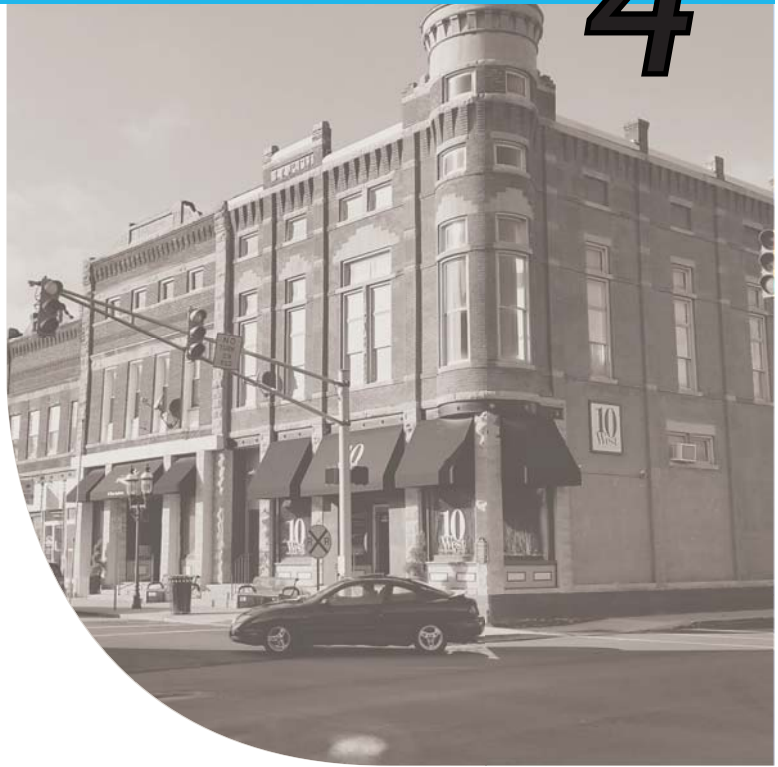
The downtown will play a critical role in the economic health and growth of Cicero going forward.

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# FUNDAMENTALS

# 4



## DOWNTOWN REVITALIZATION FUNDAMENTALS

Although each downtown is unique, there are common revitalization strategies that can be applied and customized. This section focuses on seven fundamentals that were vetted through the steering committee and have become a platform for this plan.

### 1. Serve the Community First

While the ultimate goal is to attract outside dollars, the initial focus should be to provide goods and services that are in demand by locals. Outside dollars cannot be counted on in early phases of revitalization.

What types of restaurants, shops, and businesses are missing from the local economy that residents would patron?



Sullivan's Hardware serves the local community, and brings daily foot traffic downtown.

### 2. Public Investment Precedes Private Development

Developers want to see that a community is serious about its redevelopment strategy. If the community is not willing to invest directly in its downtown, outside developers will not be held to that standard either.

Are there infrastructure improvement projects that would incentivize private investment?

### 3. Placemaking

"Placemaking" is capitalizing on a community's assets, inspiration, and potential. The direct proximity to the Morse Reservoir waterfront is one of downtown Cicero's greatest assets. No other downtown in Hamilton County shares this scenario.

How can this asset of the reservoir be captured to create momentum?



Owensboro activated their waterfront with public space to attract people to their downtown.

### 4. Complete Streets

The slower a wallet moves past your door, the more likely it is to open. Downtown streets should support all modes of transportation, especially pedestrians and bicyclists. If infrastructure is developed only for traffic and cars, traffic and cars will be the focus.

How can the emphasis be shifted to focus on people and places?



Pop-up festivals in downtown Louisville use programming to activate underutilized public space such as alleys and parking lots.



The Alley Project provides a creative outlet for local youth, while adding community identity and ownership to public spaces.

## 5. Connectivity

When clear, direct connections are provided between existing community assets, they build off one another and in turn, all benefit. Downtown Cicero is a ten-minute walk from Morse Reservoir.

How could the two destinations be better linked to provide for longer, more memorable visitor experiences?



The causeway is a 1/4-mile walk along Jackson Street from Town Hall in downtown Cicero.

## 6. Take Advantage of Strengths and Uniqueness

No need to start from scratch. The Morse Lake Dinner Train, Taste of Chocolate, and upcoming Dine on the Causeway events are just a few happenings already in place.

Are there ways to further enhance the value of what the community already has going with strategic investment?

## 7. Lighter, Quicker, Cheaper

Find ways to do more with less. Look for achievable projects that capitalize on local ingenuity. Keep volunteer groups active and filled with purpose. Use programming to transform existing spaces into temporary, or permanent, treasured places.

What could be accomplished with a bucket of paint or a box of petunias?



"Park-lets" in downtown Indianapolis have encouraged people to linger longer in the public space surrounding Monument Circle.



Pavement painting in Baltimore Arts District is a cost effective activity with a lasting impression.



Simple elements can define a desirable space.



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