

TOWN OF CICERO / JACKSON TOWNSHIP

COMPREHENSIVE PLAN
ADOPTED MAY 2025

2025

TOWN COUNCIL OF CICERO, INDIANA

RESOLUTION NO. 05-07-2025-01

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF CICERO, INDIANA APPROVING A NEW COMPREHENSIVE PLAN FOR THE TOWN OF CICERO AND JACKSON TOWNSHIP

WHEREAS, J.C. 36-7-4 *et seq.* empowers the Town of Cicero and Jackson Township Plan Commission to prepare a Comprehensive Plan for the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development; and

WHEREAS, I.C. 36-7-4 *et seq.* authorizes a Comprehensive Plan to include a variety of elements including but not limited to any factors that are a part of the physical, economic, and social situation within Town of Cicero and Jackson Township and to prepare reports and recommendations setting forth plans and policies for the development and improvement of the physical situation so as to substantially accomplish the purpose of the Comprehensive Plan; and

WHEREAS, I.C. 36-7-4 *et seq.* authorizes a plan commission to adopt entire comprehensive plan amendments to comprehensive plans or individual elements of a comprehensive plan; and

WHEREAS, the Town of Cicero Plan Commission conducted public hearings on March 12, 2025 and April 9, 2025 in accordance with I.C. 36-7-4 *et seq.*, with respect to a proposal to adopt a new Town of Cicero and Jackson Township Comprehensive Plan; and

WHEREAS, the Town of Cicero Plan Commissioners did certify said the new Town of Cicero and Jackson Township Comprehensive Plan, Indiana, to the Town Council with a unanimous affirmative vote on April 9, 2025 at its regularly scheduled meeting.

NOW THEREFORE BE IT RESOLVED by the Town Council of Cicero, Indiana that:


The Town of Cicero, Indiana, hereby approves the new Town of Cicero and Jackson Township Comprehensive Plan (a copy of which is attached hereto as Exhibit A and incorporated herein by this reference) and directs to the Clerk of the Cicero, Indiana, to place one (1) copy of the Comprehensive Plan to the Building Inspector/ Commissioner and (1) copy on file with the Recorder of Hamilton County, Indiana.

PASSED AND ADOPTED by the Town Council of Cicero, this 7th day of May, 2025.


Joe Cox-President




Eric Hayden-Council Member



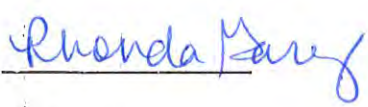
Dennis Johnson-Council Member



Chris Lutz-Council Member



Emily Pearson-Council Member

ATTESTED: 

Treasurer-Rhonda Gary

I AFFIRM, UNDER THE PENALTIES FOR PERJURY, THAT I HAVE TAKEN REASONABLE CARE TO REDACT EACH SOCIAL SECURITY NUMBER IN THIS DOCUMENT, UNLESS REQUIRED BY LAW.

This Instrument Prepared By:
Rachel Cardis-Senior Planner
American Structurepoint
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Indianapolis, IN 46240
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STEERING COMMITTEE

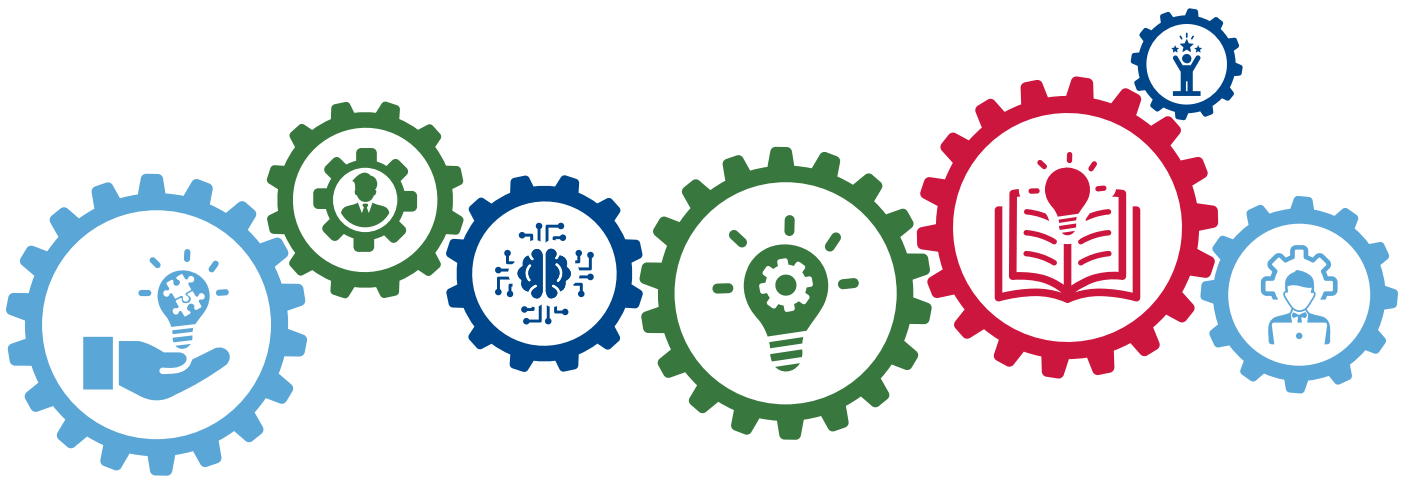
- Scott Bockoski – Cicero/Jackson Township BZA President
- Robyn Cook – Jackson Township Trustee
- Chris Lutz – Cicero/Jackson Township Plan Commission Liaison & Cicero Town Council President
- Jim Hunter – Cicero Parks Department Superintendent
- Brett Morrow – Business Owner
- Kimberly Chance – Jackson Township Resident
- Kristin McCarty – Hamilton Heights Schools
- Lisa Stokes-Bear – Realtor
- Jacob Everett – Economic Development Committee
- Frank Zawadzki – Cicero/Jackson Township Plan Director
- Dan Strong – Cicero/Jackson Township Planning Commission President
- Scott Beck – Beck’s Hybrids
- Harrison Massonne – Cicero Resident Planning Commission

TOWN COUNCIL

- Joe Cox - Council Member
- Emily Pearson - Council Member
- Dennis Johnson - Council Member
- Eric Hayden - Council Member
- Chris Lutz - Council President

SPECIAL THANKS

Thank you to everyone who participated in the stakeholder group meetings, online surveys, and public events. The participation and feedback from the Jackson Township and Town of Cicero communities helped make this planning process successful.





EXECUTIVE SUMMARY

In 2024, the Town of Cicero/Jackson Township developed a new Comprehensive Plan through a collaborative effort involving government leaders, community stakeholders, and residents to establish a shared vision for the community's future. The Comprehensive Plan's purpose is to guide the Town of Cicero/Jackson Township through the realization of its vision for growth and development. A comprehensive plan is a roadmap for a community's vision and growth over the next 20 years. It provides a snapshot of the current time and a vision for the future, guiding long-term investment, growth, and development.

Creating the Town of Cicero/Jackson Township Comprehensive Plan began in February 2024. A Steering Committee oversaw the plan development and maintained frequent contact with the project team. The process involved several public engagement opportunities in the Town of Cicero through public events, open houses, conversations with community stakeholders, and online surveys. The Plan includes long-term and short-term recommendations that will help strengthen the town's future.



INTRODUCTION

The Town of Cicero and Jackson Township, located in Hamilton County, Indiana, boast 32 miles of shoreline of Morse Reservoir. The community is known as a vibrant and friendly community with high-quality natural areas and parks linked by pedestrian-friendly sidewalks and trails.

The charming downtown shopping district and waterfront restaurants attract visitors year-round. The Town of Cicero/Jackson Township Comprehensive Plan aims to create a vibrant environment that is authentic to the history and character of the area, while preserving the small-town experience that residents and visitors value. The Comprehensive Plan must be economically viable and outline initiatives the community will support, and regulatory agencies will permit.

WHAT IS A COMPREHENSIVE PLAN?

The Town of Cicero/Jackson Township Comprehensive Plan guides future decision-making. It promotes a shared vision for the Town of Cicero/Jackson Township. The Plan is based on developing forward-thinking strategies to build upon community strengths and combat local challenges. There are four key elements to a well-executed comprehensive plan, including:

- **Facts and Analysis:** This is an assessment of data collection from the existing community regarding assets, potential barriers, areas of regional influence, local and regional demographics, and market trends ([see Appendix A](#)).
- **Community Input:** Public opinions, desires, and perceptions of Jackson Township and the Town of Cicero were collected from residents and business owners through feedback gathered through public meetings, surveys, and community events.
- **Vision and Goals:** Statements that strive to answer the question, “What does the Town and Township want to become in the future?” and provide direction toward the desired outcome.
- **Recommendations:** Professional guidance is intended to be the Township’s primary planning and development tool. This guidance will be presented as a policy statement and action steps.

The Town of Cicero/Jackson Township Comprehensive Plan will be used as a policy guide regarding community development and growth management related to land use, transportation, public utilities, and public services. Every comprehensive Plan should, at minimum, be a land use and development tool. The Town of Cicero/Jackson Township Comprehensive Plan takes this step further by including strategies to support community initiatives, including identity, communication, collaboration, and programming. These community topics can often greatly influence and support the community’s growth, development, and investment decisions.

WHAT WAS THE PURPOSE OF UPDATING THE 2015 COMPREHENSIVE PLAN?

Many reasons or circumstances would result in the need to update a comprehensive plan. However, a common reason is directly tied to the Plan's purpose. The primary purpose of a comprehensive plan is to outline the community's current vision and goals, which will likely evolve over several years. Because of this, a plan must be periodically updated to verify that the vision and goals are still in place for the current residents and business owners. Additionally, unforeseen changes or opportunities may arise, which may call for the elements of this Comprehensive Plan Vision to be updated or reconsidered.

The 2015 Comprehensive Plan takes into account population data from 2010. During this time, Jackson Township's population was 10,368, and the Town of Cicero's population was 4,812. The Town of Cicero/Jackson Township Comprehensive Plan analyzed the populations of Jackson Township and the Town of Cicero, not including Arcadia and Atlanta, as they have their planning jurisdiction. The Township and Town's population have experienced growth to more than 600 people, a 7.5 percent increase since 2010. As a result, the Township and Town are likely facing different challenges than during the 2015 planning process. For this reason, the Town of Cicero/Jackson Township Comprehensive Plan strives to balance strategic growth and development while preserving the natural, rural character that contributes significantly to the Township and town.

HOW TO USE THE 2024 COMPREHENSIVE PLAN?

The Town of Cicero/Jackson Township Comprehensive Plan describes strategies for maintaining existing neighborhoods and community assets, growing the community's neighborhoods, businesses, and employment centers, expanding recreational amenities and programs, and managing the Township's and Town's resources. The strategies stated in this document are intended to be implemented throughout a 10-year timeframe. The Town of Cicero/Jackson Township Comprehensive Plan was created with the intention that various community partners would help facilitate the implementation. It is not just for public officials and staff members but anyone interested in the future of the Town of Cicero and Jackson Township.

Residents and business owners can and might use this document as a policy framework and guide when making real estate decisions, such as where to buy a home, locate a business, renovate properties, or look for potential programs and incentives to help their business.

Prospective Developers or home builders in Jackson Township and the Town of Cicero can and might use this document to understand the development policies and priorities, identify areas for development, and/or review the current and future population, employment, and market trends.

Township and Town staff will use the Town of Cicero/Jackson Township Comprehensive Plan to guide land use decisions, prioritize capital improvement projects and programs, and pursue funding to assist implementation.

This planning process has vetted the vision, goals, and recommendations by working closely with township and town staff and providing several public engagement opportunities for key community stakeholders and the general public. The success of this planning process and implementation depends mainly on the joint efforts of public, private, and non-profit partners.

THE PLANNING PROCESS

In February 2024, the Town of Cicero/Jackson Township kicked off a 12-month process to update the 2015 Comprehensive Plan. The methodology comprises three key phases: information gathering, idea sharing, and strategy development. This process was designed to produce a plan for the community by assessing existing community assets and barriers, establishing a vision for the community, and developing sound strategies and tools that would enable the Township to maintain its success and quality of life well into the future.

The ‘Phase 1: Information Gathering Phase’ of the Town of Cicero/Jackson Township Comprehensive Plan process focused on confirming the Township’s and Town’s future vision, identifying the community assets that can be leveraged moving forward, and uncovering the trends and perceptions that could be opportunities or challenges to achieving community goals in the future. This phase concluded with an interim deliverable, the Town of Cicero/Jackson Township Comprehensive Plan: Existing Conditions Report.

The report provides an inventory of the Town of Cicero/Jackson Township’s existing demographic, socioeconomic, and market conditions, the current public perception of the community, and a summary of previous community plans and initiatives. While key conclusions from this inventory are described in Chapter 2, the full existing conditions report lives as a standalone document found in Appendix A.

The ‘Phase 2: Idea and Strategy Development Phase’ of the Town of Cicero/Jackson Township Comprehensive Plan process is dedicated to envisioning the future. The project team worked with the steering committee to draft the Plan’s vision statement, specific goals, and measurable recommendations. These elements began as an initial idea, then presented to the steering committee, and evolved throughout the planning process based on ongoing public input.

The ‘Phase 3: Community Driven Implementation Phase’ of the planning process is about making recommendations to the next level by identifying specific actions and measurable action steps to empower the community leaders, residents, and broader stakeholder groups.

SCOPE OF THE PLAN

Comprehensive planning is unique, as the final result can take many forms and cater to individual communities. Comprehensive planning can be as detailed or broad as the community needs. The Town of Cicero/Jackson Township Comprehensive Plan provides guidance related to the following topics:

- Future Land Use
- Housing
- Infrastructure (Roads and Utilities)
- Quality of Life
- Parks and Recreation
- Economic Development
- Agricultural Preservation



Source: ciceroin.org.

COMMUNITY PROFILE

COMMUNITY HISTORY

The culture and heritage of the Town of Cicero date back to the first settlers who platted the town in 1834. In 1835, the town was formally established, and the name Cicero Creek was shortened to Cicero. One of the first governmental buildings established in 1839 was the first post office located in Jackson Township.

Cicero was the home to the first bridge built (1838) in Hamilton County over a significant stream, Cicero Creek. The railroads in 1853 accounted for a growth in industry, such as flour mills, steam sawmills, and, with the abundance of natural gas, two glass factories. In 1870, the first bridge was converted into a covered and painted red bridge; the “Red Bridge” became one of the Town’s most memorable landmarks, and the Red Bridge image is still used today as the Town’s trademark.

The bridge was torn down in the early 1950s to make way for the construction of Morse Reservoir, another significant milestone in the Town’s history. The construction of Morse Reservoir in 1956, the northern end of which lies in Cicero, also brought more development to the town. The opening of Morse Reservoir in 1956 brought a wave of steady growth and development.

Today, Cicero offers its residents the qualities of a small town with the recreational amenities of the lake and the convenience of being close to the larger communities of Indianapolis, Kokomo, and Anderson.

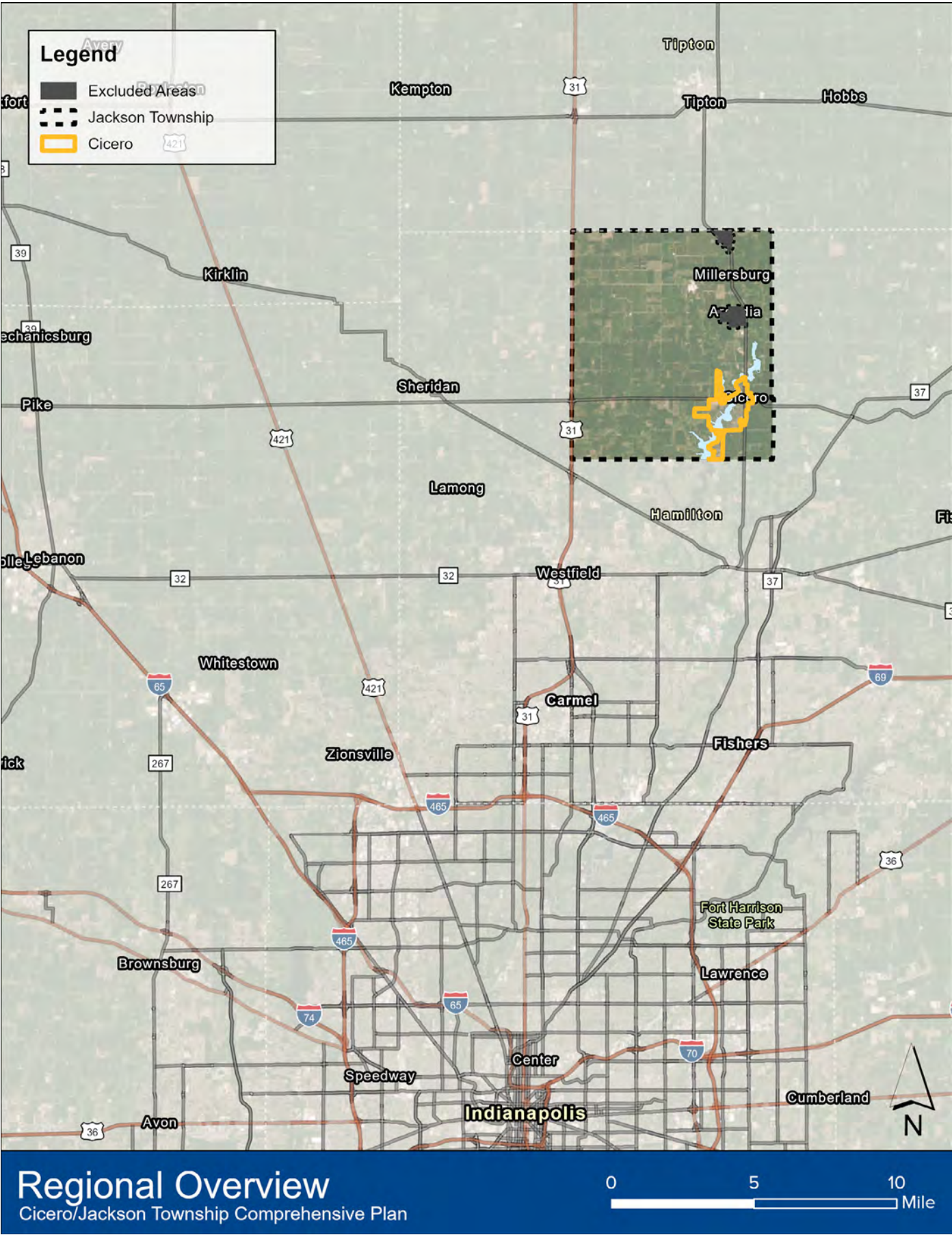
REGIONAL OVERVIEW

The Town of Cicero, Indiana, and Jackson Township are in the northernmost region of Hamilton County, Indiana. Jackson Township is one of nine townships found in Hamilton County. It encompasses approximately 55 square miles and includes the communities of Cicero, Arcadia, and Atlanta.

The Town of Cicero and Jackson Township are fortunate to be centrally positioned in between major economic and commercial amenities found in the City of Indianapolis, Noblesville, Westfield, and Tipton; in part, the success of the community has been traditionally driven by the prime location and desirability of the small-town charm of waterfront community located on Morse Reservoir. The recent wave of economic growth experienced in the nearby cities of Noblesville, Westfield, and Indianapolis has created the demand north for additional residential developments, which has been evident in recent years in the Town of Cicero and Jackson Township.

The Town of Cicero and Jackson Township’s demographics were compared to those of several similar-sized regional communities. The comparison communities included Wayne, Brown, Fall Creek Township, and nearby towns, specifically Sheridan and Hamilton. Through this plan’s analysis, it was determined that comparing the growth of similar smaller communities to help understand and measure future growth in the Town of Cicero/Jackson Township. The comparison communities included data was also gathered at the state and county level to compare the Town of Cicero/Jackson Township demographics with more significant regional and national trends.

Figure 2: Regional Overview.



EXISTING CONDITIONS ANALYSIS – KEY FINDINGS

SUMMARY OF EXISTING CONDITIONS REPORT

TREND 1: POPULATION

- The population of Jackson Township and Cicero has shown consistent growth over the past decade, with projections indicating continued increases through 2050.
- Population projections estimate that the Township's population will more than double by 2050, with a projected population of 17,973 necessitating expanded housing, infrastructure, and community services.

TREND 2: HOUSING AND DEVELOPMENT

- The number of households in Cicero and Jackson Township has steadily increased, driven by population growth and a high homeownership rate.
- Owner-occupied housing dominates at 76.7 percent, significantly higher than state averages, indicating a stable, long-term residential base.
- The housing vacancy rate of 6.3 percent is below the state average, highlighting strong demand and limited availability of unoccupied housing.

TREND 3: EMPLOYMENT

- Accommodation/Food Services, Wholesale Trade, and Educational Services represent the largest employment sectors in the Township.
- A significant portion of the population commutes out of Jackson Township for work, while non-residents fill many local jobs; this results in a decrease in the daytime population and net job outflow.
- Only a small total of residents both live and work in Cicero/Jackson Township, indicating a strong dependence on external employment opportunities.

TREND 4: LAND USE

- Over 75 percent of Jackson Township's land is dedicated to agriculture.
- Most residential developments are single-dwelling housing, with lakefront subdivisions being a defining feature within and around Cicero.

COMMUNITY ENGAGEMENT OVERVIEW

The comprehensive planning process included an extensive communications and engagement strategy for public participation. In addition to a project website and social media advertisements, this Plan encompasses a variety of engagement opportunities, including a project steering committee, stakeholder meetings, online public surveys, and in-person community engagements. The primary goal of public engagement was to hear from a broad cross-section of the Township, which meant reaching as many residents, business owners, and stakeholders as possible.

STAKEHOLDER MEETINGS

Stakeholder meetings were conducted to collect information regarding the Town of Cicero/Jackson Township's assets and challenges. These one-hour meetings were held with representatives who play an essential role in the Township and Town. These meetings assisted in understanding the physical conditions of the Township and Town and residential and quality-of-life needs. These meetings took place during the second week of March 2024, and the themes that were discussed the most among the stakeholders included the key trends listed below.

Key trends and issues identified from stakeholder meetings for the Town of Cicero/Jackson Township Comprehensive Plan include:

- **Housing:** There is an interest in custom homes and developments that blend with the community's character.
- **Growth and Development:** There is a concern about the impact of new developments on infrastructure, drainage, emergency and public services, quality of life, and township landscape.
- **Business Growth:** There is an interest in attracting high-tech jobs to improve local employment opportunities. Also, there are mixed feelings about large retailers and a large preference for small local businesses.
- **Parks and Recreation:** There is an interest in expanding recreational amenities and events.
- **Small-Town Feel:** There is a desire to maintain the small-town atmosphere while accommodating necessary growth.
- **Community Facilities:** There is an interest in more indoor activities, a concert area, and additional family-oriented activities.

IN-PERSON PUBLIC PARTICIPATION

KIDS FISHING DAY – JUNE 1ST

The event occurred on June 1st, 2024, from 8:00 am to 2:00 pm. Residents from the Township and Town attended the event. The event is hosted annually by the Cicero Friends of the Park, Cicero Parks Department, Sons of American Legion, and Post 341 at Red Bridge Park. At this event, different interactive boards were designed to showcase at the public event and to gather the community's input. A summary of the in-person public engagement is described below. During the event, business cards with the QR code of the survey were also distributed.

Key trends and issues identified from in-person public engagement for the Town of Cicero/Jackson Township Comprehensive Plan include:

- **Amenities:** Residents of the Town would like to see more waterfront parks and fishing piers. Conversely, Jackson Township residents want more sidewalks/trails and playgrounds.
- **Housing:** Residents of the Township and Town would like to see more Agrihood housing development.
- **Top Priorities:** Parks and amenities and support for the School system were chosen as top priorities for residents of Jackson Township. For the Town of Cicero residents, parks and amenities, support for the School System, and public safety were chosen as priorities.

Figure 3: Kids Fishing Day Public Event. Source: American Structurepoint.



SURVEY SUMMARY

The consultant team created an online survey to involve members of the general public and stakeholder teams in creating the Town of Cicero/Jackson Township Comprehensive Plan. The survey was created for people within the Township, and questions were asked about the current assets and challenges of Jackson Township and the Town of Cicero. Before being published, the survey was sent out to officials for their review and approval.

The survey was published on June 1st and remained open until July 31st. The survey was created using SurveyMonkey.com, and the link was shared on different social media platforms. The project's Steering Committee also distributed the survey link.

The consultant created a Facebook advertisement to help inform the Jackson Township community about the project. The Facebook advertisement briefly introduced the project and distributed the survey link. The consultant team utilized Facebook's paid-for advertising service to ensure the link was placed into Jackson Township residents' timelines. Facebook permits these ads to be "geo-fenced," meaning they are only inserted into Facebook users who live in the county. This advertisement was created and distributed from American Structurepoint's Facebook page. The online survey received over 450 responses from all sources.

Key trends and issues identified from the online survey for the Town of Cicero/Jackson Township Comprehensive Plan include:

- Cicero's top three assets include quality of life, supporting local businesses, and education.
- Jackson Township's top three assets include a rural atmosphere, low crime rate, and quality of life.
- Grocery stores, general entertainment, and specialty retail were identified as amenities that residents have to travel elsewhere outside Cicero/Jackson Township to find.
- More community events and festivals, expanding trails, and more recreational programs are the top three listed items that Cicero/Jackson Township needs to focus on in the next five years.
- The top three concerns for the future of Jackson Township were identified as the types of future development, losing small-town character and feel, and preserving agricultural uses.
- The top three concerns for Cicero's future were quality of life, offering affordable housing, and supporting local businesses.

Figure 4: Survey: What are Cicero’s greatest assets? Check up to three.

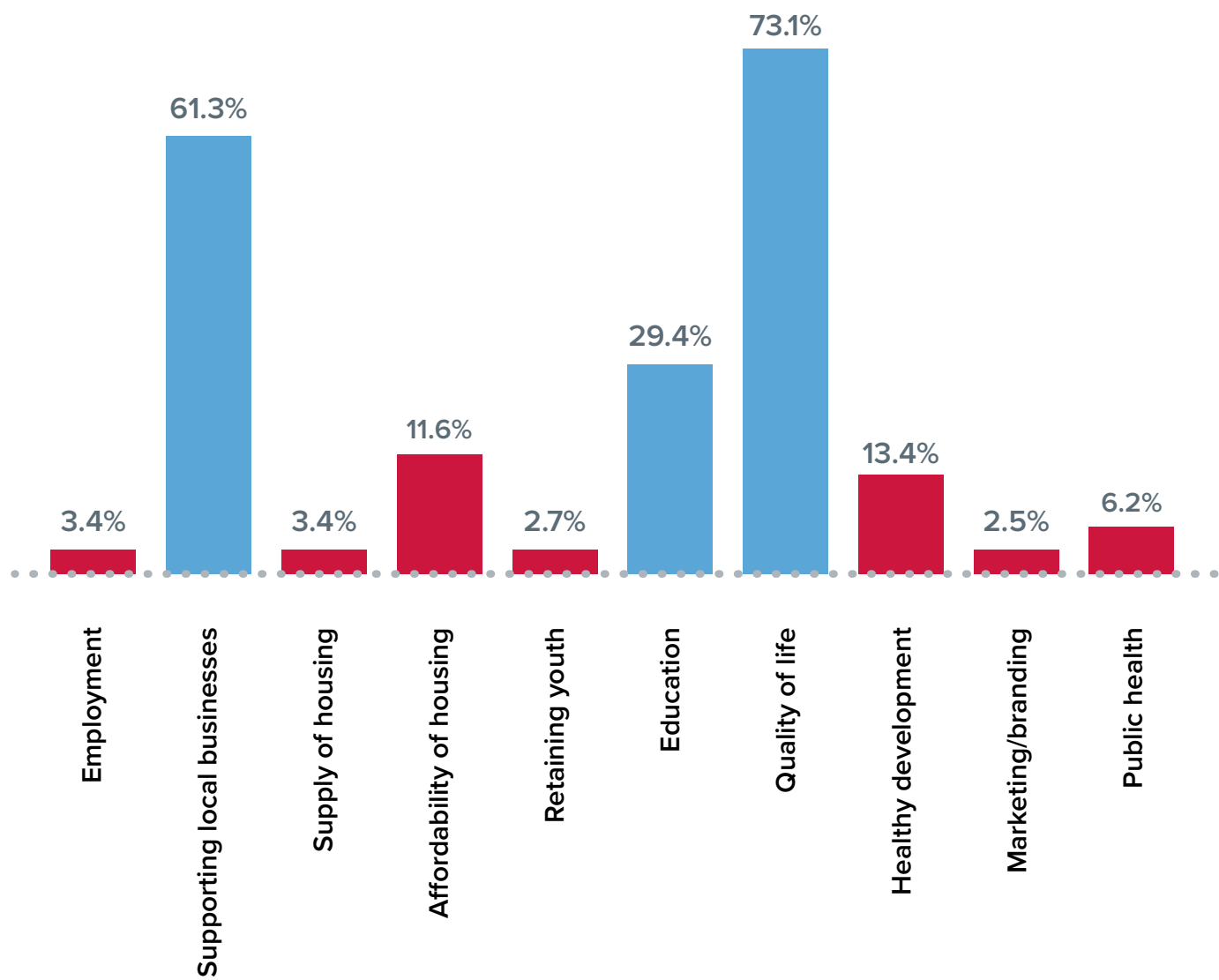
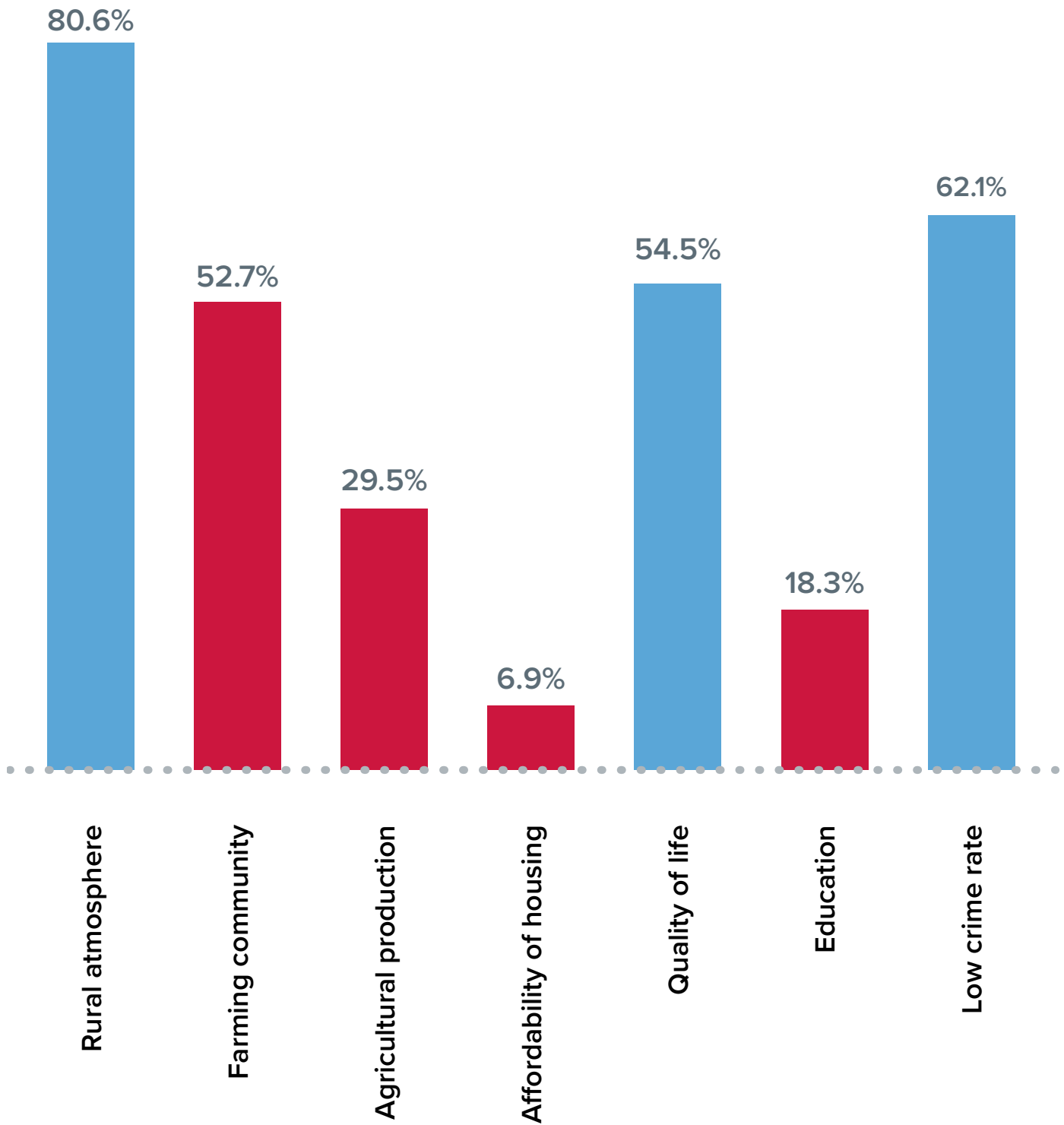


Figure 5: Survey: What are Jackson's greatest assets? Check up to three.



STEERING COMMITTEE MEETINGS

The project steering committee comprised several local volunteer leaders, organization members, business owners, and community members. The steering committee's input was critically important during the creation of the final Plan. During the planning process, the committee helped identify the Township and Town's strengths, weaknesses, threats, opportunities, future vision, and community values.

Throughout the project, consultants scheduled several meetings with the review team to discuss critical benchmarks and review draft materials. During the meetings, the steering committee stayed engaged by asking questions or participating in interactive activities presented by the consultants. During the second meeting, the steering committee participated in a monopoly activity.

CICEROPOLY AND JACKSOPOLY LAND USE GAME

On June 24, 2024, the Jackson Township/Town of Cicero held a Steering Committee Meeting number two, and the committee members were engaged in the Ciceropoly and Jacksopoly land use game exercise. Each group was given a set of land use cards that emulated the traditional Monopoly Game. Each member of the Steering Committee utilized all the cards given and provided preliminary thoughts and sentiments toward a desirable vision for the community's future.

The exercise provided valuable insight into the preferred land uses in the Town of Cicero and Jackson Township. The discussion and consensus summaries achieved after the activity provided invaluable input to the development of the overall vision and goals of the community.

Figure 6: Steering Committee Meeting #2 – Monopoly Game Activity.



Figure 7: Steering Committee Meeting Phases.

Meeting #1	Meeting #2	Meeting #3	Meeting #4	Meeting #5	Meeting #6
03/12/2024	06/24/2024	10/07/2024	12/4/2024	12/16/2024	01/15/2025
<ul style="list-style-type: none"> • Introduction to project and timeline 	<ul style="list-style-type: none"> • Existing Conditions Report findings • Survey findings 	<ul style="list-style-type: none"> • Future Land Use map 	<ul style="list-style-type: none"> • Critical Path Strategies 	<ul style="list-style-type: none"> • Present Comprehensive Plan Draft 	<ul style="list-style-type: none"> • Present Final Comprehensive Plan

PUBLIC ENGAGEMENT KEY TAKEAWAYS

These takeaways will help guide the development of the Town of Cicero/Jackson Township Comprehensive Plan by considering the community's key priorities and concerns while fostering growth in line with Cicero and Jackson Township's values.

- **Parks and Recreation:** Strong support for expanding parks and recreational opportunities.
- **Growth Management:** A consistent concern about balancing growth with preserving community character, infrastructure, and services.
- **Local Business Support:** Preference for small, local businesses over large chain retailers, emphasizing high-tech job creation, and the ability to shop local.
- **Community Atmosphere:** Strong desire to preserve the small-town feel while accommodating necessary development.
- **Family and Youth Activities:** Interest in more family-oriented activities, indoor spaces, and youth programs.

CRAFTING THE FUTURE

2024 VISION STATEMENT

After extensive discussion, the steering committee members created a community vision statement for the new Comprehensive Plan. The vision uniquely reflects residents of the Town of Cicero/Jackson Township's desire for the future of their community.

The community vision was designed to balance embracing the past, maximizing the present, and improving the future to create a thriving community for people and businesses. The goals, objectives, and strategies identified within this Plan strive to help the Township and Town achieve this community vision.

"The vision of the Town of Cicero and Jackson Township is to provide a high quality of life respecting the historically small-town way of life in Jackson Township while encouraging and promoting Cicero Downtown Commerce and Waterfront Amenities. A balanced vision for attracting and retaining desirable housing for all ages, compatible commerce and retail developments, and a supportive tax base for the future ability to provide responsive government services and public services that are effective and efficient for all residents."

GOALS

Goals are targeted statements identified in the Plan to see measurable outcomes in the community. These goals will overlap with the plan focus areas and tie all objective statements to familiar themes. This Plan seeks to enhance and propel the Town of Cicero/Jackson Township into the next 20 years through the following goals:

- Ensure new developments in Jackson Township respect the surrounding agricultural character, heritage, and natural environment while aligning with the community's values.
- Focus on new land use developments in targeted areas along the US 31 Corridor to maximize future infrastructure efficiency and strategic growth.
- Create a vibrant downtown area that promotes community attachment and responsibility among residents and visitors.
- Maintain small-town character as a central part of Jackson Township's culture and economy.
- Support agribusiness and small businesses as sustainable economic drivers while attracting investments in infrastructure and diverse employment opportunities.
- Protect waterways, conserve open landscapes, and ensure new development promotes harmony with the natural environment.
- Encourage various housing types in the Town of Cicero and Jackson Township, including transitional developments, conservation residential, and large-lot subdivisions, to meet the needs of all population segments.
- Invest strategically in reliable utility services and transportation networks that balance residential mobility, agricultural operations, and active transportation options like walking and biking.
- Promote recreational activities and create connections between Atlanta, Arcadia, and surrounding towns, enhancing quality of life and attracting visitors.
- Strengthen the Town of Cicero's hospitality and tourism industry by offering year-round, memorable experiences for visitors that align with community values.
- Ensure future growth and development preserve the community's small-town character while addressing evolving needs for housing, recreation, and economic opportunities.
- Promote active transportation options, including walking, biking, and non-motorized transit, as integral elements of the Township's overall transportation network.

THEMES

A comprehensive plan outlines and guides the community to achieve its fullest potential and vision. A comprehensive plan must address a wide range of topics affecting the community to address all future ideas. These themes are high-level activities intended to achieve a common purpose. The strategic themes areas for the Town of Cicero/Jackson Township reflect these key themes from public input:

Themes:

- Public Services and Utilities
- Agriculture Preservation
- Natural Resources Preservation
- Housing
- Quality of Life
- Parks and Recreation
- Transportation

OBJECTIVES

The objective statements are important for better understanding the more detailed critical path strategies mentioned later within this Plan. The statements are policy objectives related to the previously mentioned goal topics. These statements are aspirations to guide the community toward its future goals and overall Community Vision. Objective Statements were built utilizing a variety of data and public input as the primary sources used when crafting these statements include:

- Past planning documents
- Input from the online survey
- Input from the steering committee members
- Input from stakeholders
- Input from community engagement events

STRATEGIES

Strategies are concrete initiatives intended to carry out an idea, goal, or objective identified within the Plan. Each strategy will be a specific project or program to implement. The implementation section of this Plan further identifies strategies into Critical Path Strategies, which are seen as high-priority strategies that the Town and Township should implement over the next three to five years. More details about Critical Path Strategies will be discussed in the Implementation section. The strategies listed in the following sections were developed to implement the goals and objectives.



WELCOME TO
CICERO PIER
• EST 2017 •



LAND USE

EXISTING LAND USE

The physical characteristics and uses of land in Jackson Township change over time. Trees grow and mature in areas that were once open fields. Homes are built in areas that were once forests. In order to make informed decisions regarding future land use, it is critical to have a clear understanding of existing land uses and relations between land uses.

The existing categories on the land-use map are based on the established Town of Cicero/Jackson Township maps found on Beacon Map Services. The Existing Land Use map demonstrates the various land use types and patterns in Jackson Township. The following summarizes existing land-use categories referenced on the Existing Land Use map.

AGRICULTURAL – Demonstrated in the Existing Land Use map for Jackson Township that agricultural land use remains the predominant land use in Jackson Township. Agricultural land use means the use of land for the primary purpose of producing agricultural products for human or animal consumption, including, without limitation, livestock raising operations, croplands, orchards, pastures, greenhouses, plant nurseries, and farms.

RESIDENTIAL – The established existing land use map for Jackson Township demonstrates the level of rural residential at this time. The residential land use dispersed through Jackson Township is rural and contains single-unit detached structures on multiple-acre lots. The ancillary residential land uses include any real property or portion used to house human beings.

COMMERCIAL – Commercial land uses include retail sales and services, offices, and businesses other than industrial. The two primary thoroughfares that provide supportive commercial activity include US 31 corridor and State Road 19.

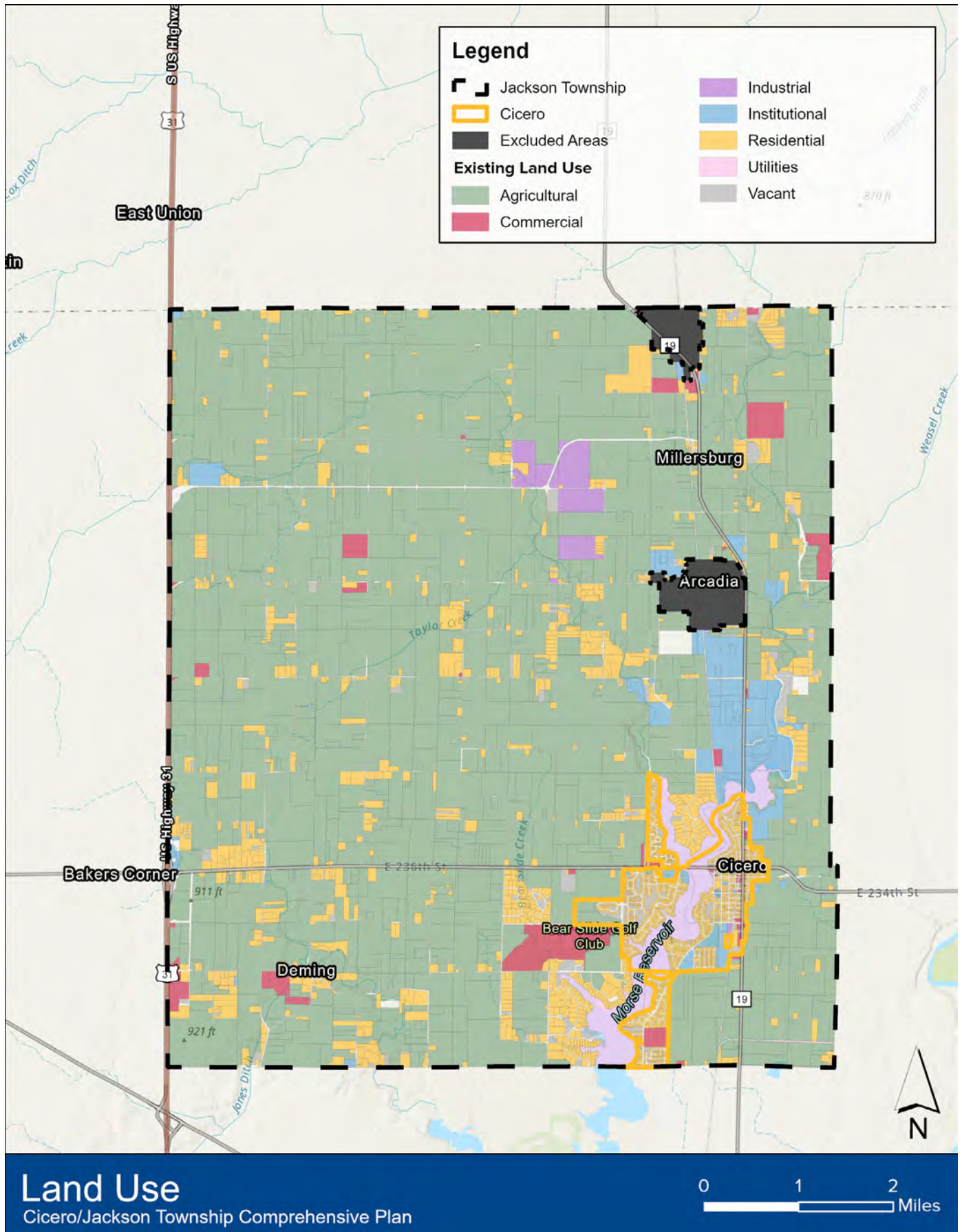
INDUSTRIAL – Industrial land uses are allocated to produce, process, repair, or maintain storage, goods, or materials. Most industrial land uses in Jackson Township are agricultural seed production, which aligns with agricultural production in use and nature. Additional industrial land uses include a preestablished waste/junk yard on US 31 for the processing, storage, and transfer or disposal of vehicular parts and materials.

INSTITUTIONAL – This classification includes properties used for government offices, schools, churches, emergency services, and other similar uses.

UTILITIES – This classification refers to land uses established to provide necessary services such as electricity, gas, sewer, and water. Utility classification illustrates properties owned by private and private utility companies and land devoted to satisfying the infrastructure needs to transport and distribute electricity, gas, sewer, and water services to buildings, homes, and businesses in Jackson Township.

VACANT – This classification includes undeveloped, commercial, industrial, no longer used, street and railroad rights-of-way, and several unclassified areas.

Figure 8: Jackson Township – Existing Land Use.





DARK SIDE
Coffee House

110

110

CAUTION
Slippery When Wet

DARK SIDE
Coffee House



FUTURE LAND USE

HOW TO UTILIZE THE FUTURE LAND USE IN DECISION-MAKING?

The Future Land Use map is meant to apply to developed and undeveloped land within the Planning Jurisdiction of the Town of Cicero and Jackson Township. During the planning process, the Steering Committee considered a map combining the existing and proposed future land uses. The Steering Committee then evaluated those existing uses for their desirability as future land uses.

JACKSON TOWNSHIP – FUTURE LAND USE

OVERVIEW

Future land use is only one part of the Town of Cicero/Jackson Township Comprehensive Plan, but it is important because it translates the vision, goals, and objectives into a tangible, physical form. The ability to identify and locate the desired future land use is one of the most important tasks of a comprehensive plan. Creating the future land-use map involved looking at the Township's development pattern, considering the land's constraints, and then articulating how anticipated future growth can best be accommodated.

Including a Future Land-Use Map will help Jackson Township be proactive about future growth. Development will be encouraged where the existing infrastructure and land best accommodate the various land uses. Rural parts of Jackson Township can better maintain their character. At the same time, economic development is steered to the most appropriate locations in a predictable growth pattern.

WHAT WE HEARD

The stakeholder meetings, steering committee meetings, and other public engagements revealed several priorities for Jackson Township's Future Land Use map.

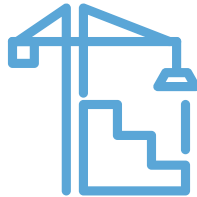
1. **Managed and Controlled Growth:** There is support for growth primarily along major corridors like State Road 19 and US 31, avoiding "leapfrogging."
2. **Land Use Preferences:** Preference for single-family homes with larger lots and controlled density; limited interest in high-density or multi-family developments unless strategically located.
3. **Economic Development:** The public input emphasized the importance of bringing opportunities to attract light agribusiness and research-based industries.

Public Survey Responses:

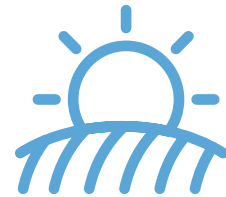
What is your greatest concern for the future for Jackson Township?



**Losing Small Town
Character and Feel**



**Types of Future
Development**



**Preservation of
Agricultural Uses**

What are Jackson Township's greatest assets?



Rural Atmosphere



Farming Community



Agricultural Production

RELEVANT COMPREHENSIVE GOALS

- Ensure new developments in Jackson Township respect the surrounding small-town character, heritage, and natural environment while aligning with the community's values.
- Focus on new land use developments in targeted areas along the US 31 Corridor to maximize future infrastructure efficiency and strategic growth.
- Maintain agriculture as a central part of Jackson Township's culture and economy, identifying and preserving areas suitable for long-term agricultural viability.

OBJECTIVE STATEMENTS

1. Encourage development standards that better facilitate compatible agritourism and agribusiness land uses.
2. Ensure land use and zoning practices support preserving areas designated for agricultural use on the Future Land Use map.
3. Support for new business opportunities and attractions focusing on job creation and tax base growth with diverse residential, commercial, and industrial development located on supportive infrastructure.

STRATEGIES

1. Develop Two Agricultural Districts, one focused on intensive commercial agricultural land uses for Production Agriculture and one for General Agricultural land use, which allows traditional cultivation of crops.
2. Establish a US 31 aesthetic corridor that produces a strategic and economically viable corridor that adheres to high development standards. This would ensure that any planned growth is carefully considered, with special attention to the area's unique needs.
3. Maintain a property inventory list and encourage investment of infill and redevelopment or reuse of vacant and relocated properties in Jackson Township.

JACKSON TOWNSHIP FUTURE LAND-USE MAP

The Future Land-Use map is intended to be general, not parcel-specific. For example, unless surrounding land uses or physical features vary greatly, the general proximity of the denoted future land use classification is intended for a general vicinity to provide for development flexibility but still requires careful interpretation; therefore, it is important to clarify and confirm the future land-use map interpretation with planning officials.

As a result of community engagement and discussion with community leadership, the Town of Cicero/Jackson Township Comprehensive Plan designated various types of land use classification districts. In Jackson Township, the following land use classifications were created to balance traditional and new land use classifications to provide the desired attraction and retention of agricultural practices, diverse housing, business, and industry in Jackson Township.

The Town of Cicero/Jackson Township Comprehensive Plan created Production Agriculture and General Agricultural land use classifications. The largest cohort of land use in Jackson Township is Agriculture at 76.6 percent, and the division into two classifications provides the ability to attract a host of agribusiness and agritourism land uses.

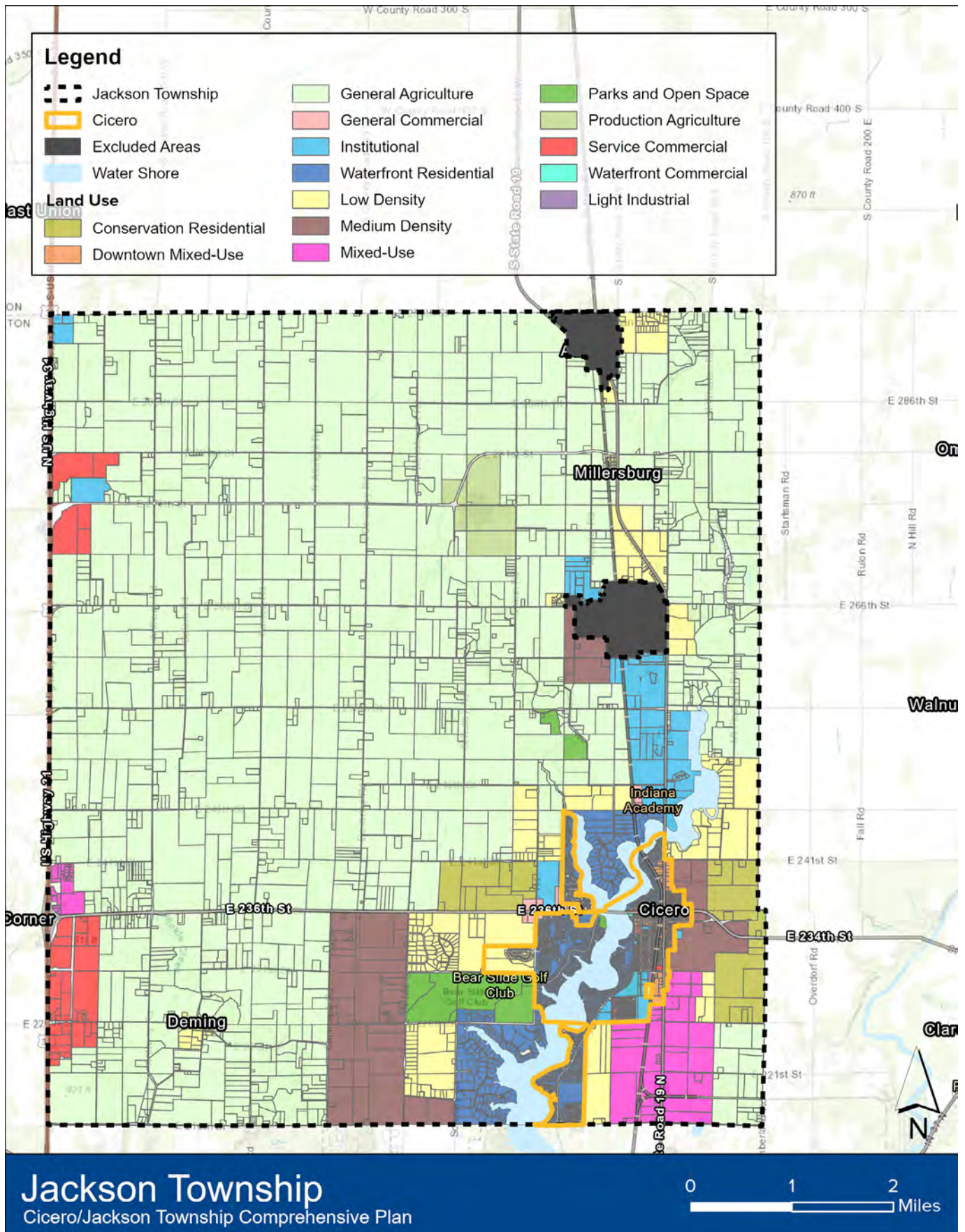
During the new comprehensive plan process, US 31 was in transition, and the discussion was centered on the intersections and exits on US 31. The relocation of exits on US 31 and the rerouting to the main intersections and roundabout/traffic improvements found at East 236th Street and East 276th Street was a major decision factor in the following land use classification for Jackson Township. The decision for Mixed-Use, Service Commercial, and General Commercial services in this area will provide a mixture of commercial land uses in scale and intensity.

The Future Land-Use map includes a Light Industrial land use classification to accommodate potential future needs in the Township.

Figure 9: Future Land Use Acreage Totals.

Jackson Township		
	Total Acreage	Total Percentage
General Agriculture	24,639.5	76.6%
Production Agriculture	309.1	1.0%
Conservation Residential	730.7	2.3%
Low-Density	2,032.7	6.3%
Medium Density	1,623.7	5.0%
Institutional	819.4	2.5%
Parks and Open Space	423.2	1.3%
General Commercial	208.4	0.6%
Mixed-Use	840.5	2.6%
Light Industrial	-	0.0%
Service Commercial	595.6	1.8%
Total	32,185.5	100.0%

Figure 10: Jackson Township – Future Land Use Map.



TOWN OF CICERO – FUTURE LAND USE

OVERVIEW

Future Land Use

The Town of Cicero/Jackson Township establishes general patterns of land use to guide growth and development for the next 15 to 20 years. Understanding the Town of Cicero and Jackson Township will experience growth pressure based on infrastructure and tax incentives along US 31 and the continued trend of growth patterns in northern Hamilton County. It is recommended Town Planning Staff review and update the Comprehensive Plan every five years.

This Plan constitutes a practical and integrated approach to foster inviting, sustainable, and efficient patterns of development and redevelopment that preserve the distinct personality of key neighborhoods and natural features while accommodating new investment and emerging economic trends.

The residents of the Town of Cicero and Jackson Township understand the value of the community's unique neighborhoods. At the same time, there is a recognition that, as this Plan is written, the Town, the state, and the regional economy are caught up in a process of Central Indiana transformation that will likely impact land use, redevelopment, and investment well into the future.

The overall purpose of the future land use plan is to guide development and redevelopment in logical and viable patterns while offering fair and, in some cases, value-enhancing opportunities where reasonable and appropriate. Since the Town is concerned with retaining the "small-town" feel and character, this future land use plan also seeks to protect much of the existing developed pattern by encouraging the preservation of heritage and community character and designating targeted growth areas that are conducive and suitable for new areas of development. Above all, this Plan recognizes the Town's precious waterfront and small-town character and the community's responsibility to protect them for future generations.

Refer to this chapter's future land use classifications descriptions section for a description of the future land use districts illustrated on the Cicero Future Land Use map. Each future land use designation is intended to generally describe the distinctive character of an area and a suite of land uses. In addition, each is broadly defined intentionally to permit the community to refine the ultimate land use regulatory structure through zoning and carefully tailored building form and placement standards.

WHAT WE HEARD

The stakeholder meetings, steering committee meetings, and other public engagements revealed several priorities for the Future Land Use map for the Town of Cicero.

1. **Managed and Controlled Growth:** There is a desire for controlled and logical growth to maintain the small-town feel.
2. **Land Use Preferences:** Support for light commercial or mixed-use development near major corridors and downtown areas.
3. **Economic Development:** The public input highlighted the support for small local businesses, especially in downtown Cicero, to maintain the small-town feel.

RELEVANT COMPREHENSIVE GOALS

- Protect waterways, conserve open landscapes, and ensure new development promotes harmony with the natural environment.
- Encourage various housing types in the Town of Cicero and Jackson Township, including transitional developments, conservation residential, and large-lot subdivisions, to meet the needs of all population segments.

OBJECTIVE STATEMENTS

1. Promote healthy environments for all ages and ability levels.
2. Secure and protect the natural environment of the Morse Reservoir.

STRATEGIES

1. Identify target growth areas considering environmental sensitivity, economic development opportunities, and infrastructure availability.
2. Adopt development standards that create setback requirements and direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes to protect the benefits and functions they provide and to save future public and private dollars spent on flood control, stormwater management, habitat restoration, and erosion control areas.

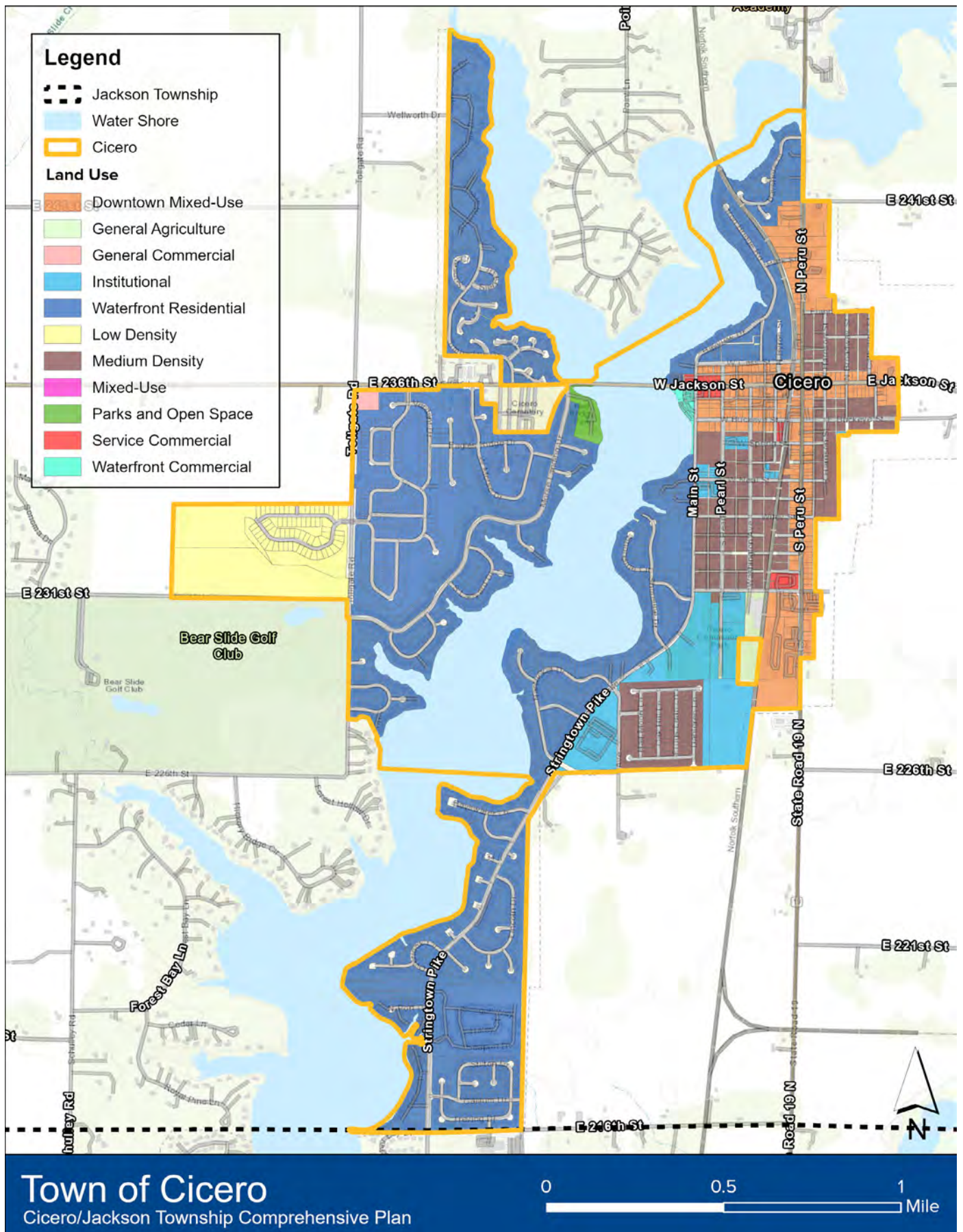
FUTURE LAND USE MAP

As a result of community engagement and discussion with community leadership, the Town of Cicero/Jackson Township Comprehensive Plan designated various types of land use classification districts for the Town of Cicero. Based on the emphasis on building upon the vibrant downtown and waterfront amenities, the new Comprehensive Plan establishes a Waterfront Commercial and Downtown Mixed-Use to provide the ability to tailor the types of land uses permitted in the future and set a course for the future patterns of design, aesthetics, and walkability for the Downtown Waterfront Areas.

Figure 11: Future Land Use Acreage and Percentages.

Town of Cicero		
	Acreage	Percentage
General Agriculture	0.1	0.0%
Waterfront Residential	615.5	41.5%
Low Density	303.7	20.5%
Medium Density	368.5	24.9%
Institutional	75.6	5.1%
Parks and Open Space	6.0	0.4%
General Commercial	6.5	0.4%
Waterfront Commercial	2.7	0.2%
Downtown Mixed-Use	98.0	6.6%
Service Commercial	5.4	0.4%
Total	1,351.3	100.0%

Figure 12: Town of Cicero – Future Land Use Map.

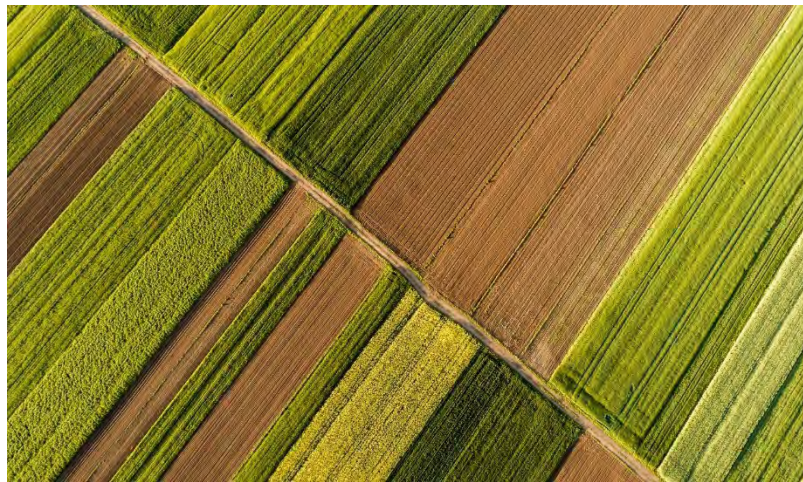


FUTURE LAND USE CLASSIFICATION DESCRIPTIONS

AGRICULTURAL CLASSIFICATIONS

GENERAL AGRICULTURE (GA)

Figure 13: General Agriculture Image. Source. Getty Images.



General Characteristics

General Agriculture areas are primarily concentrated in Jackson Township and consist of active farmland, agricultural businesses, or rural single-family homes. This land use category aims to preserve important farmland in Jackson Township, maintain prime agricultural soil for farming or agri-business uses, and preserve the Township's rural areas. Lots associated with the land use are typically larger to account for future infrastructure needs on septic and well systems, are in areas with low density, and have limited access to public water and/or sewer.

Appropriate Land Uses

Appropriate uses include dwelling units matching the character and density of the surrounding uses, agri-businesses, farms, crop cultivation, keeping large and small animals, including bees, chickens, and other domesticated farm animals, and growing crops.

Streets and Transportation

Streets in these areas typically have higher speeds and can accommodate larger vehicles transporting heavy equipment. Many of these streets are classified as local roads built on a grid system.

Building and Site Design

New homes and accessory structures should be designed with quality materials and consistent with surrounding homes in scale, massing, and site design.

PRODUCTION AGRICULTURE (PA) CLASSIFICATION

Figure 14: Production Agriculture Image. Source: Getty Images.



General Characteristics

The production agriculture designation has been applied to areas recommended for combining traditional farming practices, such as crop production, livestock (grazing and confined animal feeding operations), and agricultural production and storage centers (such as grain elevators). The allowance of agricultural production includes agribusiness land uses, such as agricultural research facilities and food processing companies, including production, processing, and distribution. Common land uses include compatible horse stables, wineries, and other agricultural promotional and education centers.

Residential and Tourism Land Uses

Production agriculture areas were mapped so they were not fronting on the Township's major roads, leaving that frontage open for other development. New residential development is not intended to occur within production agriculture areas, except farmsteads and minor subdivisions, provided conditions such as adequate access and safety services are present. Existing residential lots containing single-family housing units could also have agricultural-related uses, including but not limited to, stables small-scale, non-commercial food production, and limited livestock production. Activities characterized as agri-tourism (farmers' markets and roadside stands) may also be in these areas.

Streets and Transportation

Streets in Production Agricultural areas are typically faster and can accommodate larger vehicles transporting heavy equipment needed for agricultural purposes.

Building and Site Design

New homes and accessory structures should be designed with quality materials and consistent with surrounding homes in scale, massing, and site design.

OPEN SPACE CLASSIFICATIONS

PARKS AND OPEN SPACE (PO) CLASSIFICATIONS

Figure 15: Example of a park with a playground. Source: Getty Images.



General Characteristics

This designation identifies parkland, open space, and land not owned by the Township that could be acquired in the future. Areas within this designation can be used for both passive and active recreation. Natural features and developed parklands should be compatible with the surrounding landscape and neighborhood.

Appropriate Land Uses

All areas should maintain uses that promote the public's inclusion and provide recreational and gathering opportunities.

Streets and Transportation

Existing pedestrian and cyclist trails should be maintained. Additional pathways and associated amenities (i.e., bicycle racks, water fountains, wayfinding signage, lighting, etc.) should be constructed as needed. The connection of such pathways to connect the parks is strongly encouraged.

Building and Site Design

There are no specific Building and Site Design recommendations in this Plan for the Parks/Open Space designation, although high-quality architecture is encouraged. Buildings should be well-lit and highly visible but of scale and appearance consistent with their surroundings and should provide public amenities. Parks should be maintained and upgraded as needed. Sufficient parking should be provided for public facilities. Parking areas should be designed to minimize stormwater runoff and implement low-impact development techniques (previous pavement, bioswales, etc.)

INSTITUTIONAL LAND USE CLASSIFICATION

Figure 16: Schools are an institutional land use. Source: Getty Images.



General Characteristics:

The Institutional Land Use Classification designation has been applied to land uses which are tax exempt properties, such as schools, places of worship, cemeteries, churches, 501 Non-Profit Organizations, Government Buildings, and other similar uses.

Streets and Transportation

Streets in Institutional typically provide safe and efficient access to the functional land uses found in Institutional classification.

Building and Site Design

New buildings and accessory structures should be designed with quality materials and consistent with the aesthetic nature and character of the surrounding area.

RESIDENTIAL CLASSIFICATIONS

CONSERVATION RESIDENTIAL (CR) CLASSIFICATION

Figure 17: Conservation Residential Image.



General Characteristics:

Conservation Residential land uses are generally located in farming areas and have lots between 1 to 5 acres. These residences support farming, agriculture, and tourism industries. Rural residential housing is carefully placed and designed to have minimal impact on sensitive lands. In addition, this development type may provide open space buffers between residential uses and employment areas. Retail and commercial uses that provide supportive service commercial may also be located at major intersections.

Design Considerations

Conservation subdivisions are highly encouraged to protect natural and historic resources, farmland, scenic viewsheds, and recreational activities. The design of a Conservation Subdivision provides environmental protection and helps aid in fewer environmental impacts than conventional development through reduced disturbance to natural resource areas, woodlands, and steep slopes, minimized stormwater runoff off into wetlands and streams, and less impervious surface. Additionally, the design can incorporate recreational opportunities, including active and passive recreation, to accommodate trails.

Design Flexibility

The flexibility of conservation subdivision design can be used to locate development in the most appropriate site areas while using open spaces to buffer and screen for residents and between potentially less compatible land uses. Well-written conservation subdivision ordinances promote and control the design of the development and homes to produce a more attractive, functional, and cohesive neighborhood. Activities characterized as agri-tourism (farmers' markets and roadside stands) may also be in these areas.

Streets and Transportation

Streets in a Conservation Subdivision typically produce higher average daily traffic rates and need to provide design for internal and external access points, which provide multiple points for ingress/egress to accommodate larger volumes of vehicular traffic and understand the surface of the roadway must be able to accommodate transporting heavy equipment needed for agricultural purposes.

Building and Site Design

New homes and accessory structures should be designed with quality materials and consistent with surrounding homes in scale, massing, and site design.

LOW DENSITY RESIDENTIAL (LDR) CLASSIFICATION

Figure 18: Example of low density residential. Source: Getty Images.



General Characteristics

The Low-Density Residential subdivision areas typically comprise detached single-family homes at lower-density ranges with considerable open space for active recreation. The responsible development of major subdivisions at low-density levels should be planned in areas with supportive roadways and utility infrastructure. The low-density residential areas are intended to be primarily single-family developments, with less than one dwelling unit per acre. However, they may also include institutional uses, such as civic, church, and educational facilities. These land use districts radiate to anticipated growth areas without “leapfrogging” over agricultural land.

Appropriate Land Uses

Typical uses in Low-Density Residential include single-family homes with neighborhood parks, open space, convenient access/proximity to schools, places of worship, and government facilities.

Streets and Transportation

In Low-Density Residential, streets should be well-connected to one another to provide access to major Township and Town of Cicero arterial roads and adjacent neighborhoods. These streets have lower traffic volumes and are characterized by lower speeds. The street pattern should not include cul-de-sac designs and should also have sidewalk or bike path infrastructure accessible on both sides of the street.

Building and Site Design

New homes should be consistent with existing character, designed with quality materials, and consistent with surrounding homes in terms of scale, massing, and site design. For more details, see the recommended Neighborhood Design Guidelines.

MEDIUM DENSITY RESIDENTIAL (MDR) CLASSIFICATION

Figure 19: Example of medium density residential. Source: Getty Images.



General Characteristics

The overall character of both existing and future residential development in Cicero and Jackson Township is lower density (less than one dwelling unit per acre) and single family. Residential areas adjacent to (or within) corporate Town limits of Cicero are considered more appropriate for medium-density (one to three dwelling units per acre) simply because of their proximity to existing utility services.

The medium-density areas are characterized by smaller-lot subdivisions (one to three dwelling units per acre) that contain single-family dwellings and some duplexes. Medium-density residential requires sufficient access to goods and services, transportation, parks, and open spaces. It is located near incorporated cities and towns that may eventually include these subdivisions.

Medium-density residential development should have a high level of connectivity to adjacent residential and non-residential uses. These areas of medium density often serve as transitional areas between low-density residential and more intensive commercial or institutional activities. Development in these areas should only occur with public water, public sewer, and adequate roads.

Appropriate Land Uses

Typical uses include residential homes and units, parks, open spaces, and other compatible municipal or civic uses. Retail, schools, and other amenities should be located within nearby “Neighborhood Nodes” that may or may not be built as part of the same development.

Streets and Transportation

Streets should follow a connected pattern that respects topography and natural features and may not constitute a true “grid.” Streets should feature sidewalks, pedestrian scale lighting, and a tree canopy.

Building and Site Design

Sites should be designed to give homes a front and back yard (or nearby usable green space) while maintaining a human, walkable scale that promotes social interaction and reduces unnecessary and unused lawn space.

Buildings should be designed with quality materials and consistent with the surrounding environment. Alternative architectural styles may be appropriate in some neighborhoods, provided that the unique design enhances the general character of the area. Buildings should include front (street) entrances to encourage connection to the street, and garages should be located in rear yards to the extent possible.

WATERFRONT RESIDENTIAL (WR)

Figure 20: Example of waterfront residential. Source: Getty Images.



General Characteristics:

The waterfront residential classification aims to preserve the residential character and protect the quality of life from the adverse impacts of nonresidential uses at the residential communities adjacent to Morse Reservoir. The purpose of the Waterfront Residential (WR) district is to preserve the residential character and protect the quality of life from the adverse impacts of nonresidential uses in the residential communities adjacent to the Town of Cicero.

Appropriate Land Uses

- Single-family residential and accessory structures
- Shoreline accessory structures
- Decks, patios, and gazebos

Streets and Transportation

In waterfront residential areas, streets should be well-connected to one another to provide access to the major Town of Cicero arterial roads and adjacent neighborhoods. These streets have lower traffic volumes and are characterized by lower speeds. The street pattern should not include cul-de-sac designs, an amenable design for golf carts, and bike path infrastructure accessible on both sides.

Building and Site Design

New waterfront or redevelopment of existing homes should be consistent with existing character, designed with quality materials, and consistent with surrounding homes in scale, massing, and site design.

COMMERCIAL LAND USE CLASSIFICATIONS

Future commercial development will be located along major thoroughfares and intersections adjacent to existing commercial uses and as smaller-scale nodes in mixed-use or residential areas. All commercial development should occur on public utilities.

Commercial areas are typically located along heavy vehicular traffic, major road corridors, and major intersections. These areas contain goods and services to serve the needs of the county, including such things as convenience and grocery stores, “big box” retail, shopping centers, and restaurants. Commercial development significantly impacts the small-town and county image, prompting the need for high-quality development standards, including site design, building materials, architecture, landscaping, and signage. Controlled access, frontage roads, and synchronized traffic signals along major road corridors should be used to mitigate traffic congestion and safety concerns.

GENERAL COMMERCIAL AREA (GC)

Figure 21: Example of general commercial. Source: Getty Images.



General Characteristics

General Commercial areas are designated for higher-intensity commercial uses. Much of the General Commercial land use is concentrated along the US-31 Corridor and State Road 19 in Cicero and Jackson Township. Most of the General Commercial structures in these areas include retail stores, medical and automotive service outlets, restaurants, and retail and office centers.

Appropriate Land Uses

Higher-intensity commercial businesses include retail stores, personal services, small offices (including medical offices), restaurants (both sit-down and fast food with drive-thru), and more. The sales of those establishments within General commercial areas should include selling goods and services that can benefit the community on a wider scale. In general, developments within general commercial land use are single-use commercial structures.

Streets and Transportation

General Commercial land uses in Cicero and Jackson Township are typically surrounded by County primary roads, with higher traffic volumes, heavier vehicles, and faster speeds. General Commercial streets should allow for regional connectivity and pedestrian connectivity and protected pedestrian crossings on both sides of the road. Roadside landscaping and other beautification elements should be considered in these areas due to the high volume of motorists and pedestrians traveling to these areas.

Building and Site Design

Buildings should be constructed of high-quality materials that wrap around the entire building and feature attractive signage. Robust landscaping should be installed throughout the site. Commercial buildings should be supported by sufficient but not overly excessive parking areas. Parking areas may be located in buildings' front, side, or rear yards. Large areas of parking should be broken up with landscaped islands and trees.

MIXED-USE (MU) CLASSIFICATION



Figure 22: Example of mixed-use. Source: Getty Images.

General Characteristics

This future land use category encompasses mixed uses to promote live/work/play elements in the Town of Cicero and Jackson Township. In mixed-use areas, developments can include first-floor restaurants, offices, and businesses with upper-floor multi-family units or businesses. This category aims to encourage walkability, livability, and economic growth. Planned Mixed-use areas are mainly concentrated along the US 31 at potential intersections of US 31 and State Road 236 and 276. Mixed-use land uses are intended to transition from higher-intensity commercial to adjacent residential uses.

Appropriate Land Uses

In Mixed-Use areas, appropriate land uses include multi-family and two-family residential developments in conjunction with commercial and some light industrial (in certain circumstances) developments. Low-intensity businesses, such as small retail stores, personal services, small offices (including medical offices), and light industrial/creative industries (in certain circumstances), should populate the ground floors of buildings. Residential uses or office uses should be on the upper floors. Development proposals within the Mixed-Use category should always contain residential units as well as one or more of the following:

- Retail Space
- Office Space
- Institutional or Research Space
- Residential/Multi-Family development

New development proposals with more than one use are preferred, and proposals with only one use should only be approved if they clearly support the surrounding area's economic vibrancy, mixed-use vision, and walkability.

Streets and Transportation

Streets in Mixed-Use areas should provide connections to county primary or county local streets. Within developments, streets should provide safe walking and biking opportunities on both sides of the street. Additionally, on-street parking should be included in the development design without culs-de-sac or dead-end roads.

Building and Site Design

Buildings should be built with high-quality materials and architecturally compatible with surrounding neighborhoods. Buildings connected to the street, including designs with attractive front facades, entrances, and porches or patios, are all highly encouraged. Open spaces should be functional and allow for recreational enjoyment and the preservation of natural features. Architectural variation is encouraged to create a character on long, connected facades. Parking areas may be located in the front, side, or rear yards for buildings, but buildings should front the street and provide parking to the rear. Parking areas should be broken up with landscaped islands and trees. Parking space requirements may vary based on the development location and availability of shared parking.

Appropriate Districts

Create a new zoning district for the Mixed-Use future land use category. As an interim measure, upper-floor residential uses in the GC District will allow developers to build mixed commercial residential buildings.

Mixed-use developments can produce new and unique nodes in a community that can have the added benefit of reducing traffic and providing for a variety of land uses. Integrating different uses such as residential, offices, and retail allows many daily vehicle trips to be eliminated or reduced in length. Furthermore, mixed-use development generates a type of community that integrates various land uses and housing types to create a form more like the downtowns of the past rather than the dominated suburbs we have come to know. Ideally, mixed-use communities allow residents to walk to shops, schools, places of worship, and parks. Zoning often prohibits this development, but the Town of Cicero and Jackson Township can adopt new zoning codes to permit it.

The Mixed-Use land-use classification strives to integrate a mix of land uses to balance residential and non-residential lands for various reasons, including increasing quality of life, maintaining housing affordability, reducing vehicular traffic, and generating tax revenues for existing and future services and facilities. Mixed-use areas may be either new “greenfield” type development or may occur by further developing existing incorporated areas or highway and major thoroughfare corridors. It is intended for mixed-use development to conform to Traditional Neighborhood Development (TND) principles, such as connectivity, promotion of pedestrian-oriented transportation, and increased commercial and residential density. The development of mixed-use areas should not occur without public water and public sewers.

The Mixed-Use designation may be applied to any mix of land uses. Typically, mixed-use includes a commercial center and residential areas, such as those seen within small towns. However, mixed-use may also include any combination of open space, institutional, residential, commercial, industrial, and agricultural uses compatible with each other and the surrounding land uses. In addition to land-use compatibility, the scale and patterns of the mix of uses must be compatible to succeed.

New mixed-use development should occur where public utilities are available and adequate infrastructure and support services are in place. While the Future Land-Use Map shows new mixed-use development areas, additional areas may be added when conditions are warranted. It is not intended that new mixed-use development “leapfrog” into undeveloped areas of Jackson Township.

WATERFRONT COMMERCIAL DISTRICT (WC) CLASSIFICATION

General Characteristics:

The purpose of the Waterfront Commercial (WC) area is to accommodate lakefront restaurants, hotels, marinas, and other enterprises that provide goods and services to waterfront communities and tourists on Morse Reservoir to maintain a scale and character for such development that is compatible with the surrounding residential and recreational uses and to preserve the small-town character of the Town.

Appropriate Land Uses

- Light-Commercial, Restaurants, Hotels, Boat Marinas, Retail Goods and Services, Outdoor Retail Sales of Food & Beverage, Goods, and Services.
- **Structures:** Shoreline Primary and Accessory Structures.
- **Ancillary Structures:** including Outdoor Decks, Patios, and Gazebos.

Streets and Transportation

In Waterfront Commercial areas, streets should be well-connected to one another to provide access to the major Town of Cicero arterial roads and adjacent neighborhoods. These streets have lower traffic volumes and are characterized by lower speeds. The street pattern should not include cul-de-sac designs, an amenable design for golf carts, and bike path infrastructure accessible on both sides.

Building and Site Design

New Waterfront or redevelopment of existing homes should be consistent with existing character, designed with quality materials, and consistent with surrounding homes in terms of scale, massing, and site design.

DOWNTOWN MIXED-USE DISTRICT (DMU) CLASSIFICATION

Figure 23: Example of downtown mixed-use. Source: Getty Images.



General Characteristics:

The purpose of the Downtown Mixed-Use District is to foster maintenance, reuse, or redevelopment of aging commercial centers while adapting to shifts in consumer preferences. The district revitalizes and repurposes aging, vacant, or declining commercial buildings. Inclusive of examining options for improving the appearance along Jackson Street at key intersections of Main Street, Pearl Street, and Peru Street, which serve as primary intersections adjacent to Downtown Cicero.

Appropriate Land Uses

- **Commercial Uses:** Banks, Brewery, Business Services (Drycleaning and Salons), Entertainment, Farmers Market, Massage, Hotels, Offices, Convenience Retail, Furniture, Restaurants, Hotels, Retail Goods and Services, Outdoor Retail Sales of Food & Beverage, Goods, and Services.
- **Residential Uses:** Bed and Breakfast, 2nd Story Residences, Multi-Family (Condo Units).
- **Structures:** Shoreline Primary and Accessory Structures.
- **Ancillary Structures:** Outdoor Decks, Patios, and Gazebos.

Streets and Transportation

In the Downtown Mixed-Use areas, streets should be well-connected to one another to provide access to the major Town of Cicero arterial roads and adjacent neighborhoods. These streets have lower traffic volumes and are characterized by lower speeds. The street pattern should not include cul-de-sac designs, an amenable design for golf carts, and bike path infrastructure accessible on both sides.

Building and Site Design

New development or redevelopment of existing commercial structures should be consistent with existing character, designed with quality materials, and consistent with surrounding homes in scale, massing, and site design.

SERVICE COMMERCIAL (SC) CLASSIFICATION

Figure 24: Example of service commercial. Source: mortarr.com.



General Characteristics

Service Commercial land uses are generally intended for highway-oriented commercial land adjacent to a major highway or other major thoroughfares. In Jackson Township, the only small pocket of Service Commercial land uses is found along US 31 on the western portion of Jackson Township. Understanding US 31 transverses north and south on the western portion of the Township, it is imperative to plan and accommodate the Major Intersection Changes occurring on US 31 in Jackson Township. It is understood that a key focus is on the improved intersections of US 31 and East 236th Street and US 31 and East 276th Street.

State Road 19 is a major highway corridor that traverses north of the Town of Cicero towards Acadia and Atlanta. The highway corridor is appropriate for redevelopment and new development in areas cognizant of the traffic patterns and access points.

Appropriate Land Uses

High-intensity commercial businesses in Service Commercial areas include mixed uses at key intersections with convenient access to US 31. Desirable mixed-use/highway commercial uses include restaurants (both sit-down and drive-thru), convenience stores (excluding truck fueling centers), office spaces, medical buildings and facilities, and recreation facilities.

Streets and Transportation

Streets in the Service Commercial district are typically principal arterial, County collector, or County local roads that provide access to nearby highways. These roads can accommodate truck traffic, high traffic volumes, and higher speeds. These roads should also be well-connected and contribute to a regional road network.

Building and Site Design

Buildings should be constructed of high-quality materials that wrap around the entire building and feature attractive signage. Robust landscaping should be installed throughout the site. Large areas of parking should be broken up with landscaped islands and trees.



JACKSON TOWNSHIP

AGRICULTURAL AND FARMLAND PRESERVATION

OVERVIEW

Agriculture remains a key part of the community's identity, with stakeholders stressing the importance of maintaining agricultural land and avoiding converting farm fields into commercial developments. The Township's rich farmland is considered a vital resource, and preserving this land for agricultural purposes is essential to maintaining the area's heritage. While renewable energy is important, it is crucial to balance such projects with the needs of the farming community to ensure that agricultural land remains protected.

Implementing agribusiness initiatives in Jackson Township can significantly strengthen the local economy while supporting agricultural land preservation. Sustainable agribusiness practices can help the Township create new economic opportunities that complement the farming tradition and provide long-term stability for farmers. Agribusiness could include value-added agricultural products, local food processing, agritourism, and even innovative organic farming practices that appeal to growing consumer demand for locally sourced, sustainable goods.

WHAT WE HEARD

In responses from public surveys and interactive exercises throughout the process, most Jackson Township Residents expressed the following for the future of Agriculture:

- **Preserving Farmland:** The agricultural community plays a central role in Jackson Township's identity, and stakeholders are clear about preserving farmland and preventing its conversion to non-agricultural uses.
- **Development and Zoning:** The community desires to maintain appropriate zoning laws to protect agricultural land from being overly developed. There is interest in ensuring that new developments respect the area's rural character and incorporate green space and conservation designs.

RELEVANT COMPREHENSIVE GOALS

- Support agribusiness and small businesses as sustainable economic drivers while attracting investments in infrastructure and diverse employment opportunities.

OBJECTIVE STATEMENTS

1. Support the development of diverse agricultural practices that add value to farm products and contribute to the local economy.
2. Conserve farmland and agriculture with zoning standards that protect and promote the growth of agriculture in Jackson Township.
3. Recognize agriculture as a productive landscape and preserve these uses for food and fiber production.
4. Maintain a sufficient acreage of land for agricultural production in Jackson Township to economically sustain crucial agricultural support industries.

STRATEGIES

1. Establish incentives for local farmers to diversify into agritourism, direct-to-consumer sales, local food processing, and other value-added products.
2. Facilitate partnerships between local farmers and small businesses to create local food supply chains, such as farm-to-table restaurants, farmer's markets, and cooperative food hubs.
3. Review the Zoning Ordinance to adopt a Conservation Residential Zoning District to improve Jackson Township's ability to reduce scattered rural nonfarm development by encouraging clustering of rural development as part of a farmland preservation strategy.
4. Establish design guidelines for rural housing that minimize conversion of agricultural land, redirect nonfarm uses away from productive farm soils, support farm operations, and allow for agriculture-related businesses.
5. Support and promote local agricultural events such as farm tours and farmers' markets to celebrate and connect the community to its farming roots.
6. Develop and implement new tools, such as the Purchase of Agricultural Conservation Easements (PACE), Transfer of Development Rights (TDR), and conservation subdivisions.

BEST PRACTICES

AGRICULTURAL CONSERVATION EASEMENT PROGRAM (ACEP)¹

The Agricultural Conservation Easement Program (ACEP) is a federal initiative administered by the USDA's Natural Resources Conservation Service (NRCS). It provides financial and technical support to conserve agricultural lands and wetlands and their associated benefits. The program ensures their long-term contribution to local economies, food security, and environmental health by safeguarding productive farmlands and wetlands.

Jackson Township, known for its significant agricultural land use and strong commitment to preserving its rural character, contains agricultural land that contributes to its local economy and community identity. The Township seeks to maintain and protect these lands from development pressures and potential land use changes that could undermine agricultural viability.

Jackson Township can apply to ACEP under the program's Agricultural Land Easements (ALE) component. ALE focuses on protecting working agricultural lands by funding conservation easements that limit non-agricultural uses.

Figure 24: Agriculture Land Easements. Source: Agricultural Conservation Easement Program.



¹ Source: Agricultural Conservation Easement Program.

Through ACEP, Jackson Township could:

1. **Preserve Farmland:** Permanently protect valuable agricultural land, ensuring continued farming activities and limiting urban sprawl.
2. **Enhance Economic Viability:** Support local farmers by maintaining productive land access and fostering economic stability.

Key Benefits for Jackson Township

1. **Financial Assistance:** The program would provide funding to help offset the costs of acquiring easements and implementing conservation practices.
2. **Technical Support:** NRCS experts would assist the Township in planning and implementing sustainable land use strategies.
3. **Community Alignment:** Aligns with the Comprehensive Plan goals to maintain agricultural character and respond to residents' desires to limit industrial or suburban sprawl.

Steps Forward

1. **Eligibility Assessment:** The application requires detailed documentation of the land's eligibility and long-term conservation value; this is why the Township should analyze Township-owned agricultural land to confirm ACEP eligibility.
2. **Partnership Development:** Collaborate with local land trusts or conservation organizations to strengthen the application.
3. **Community Engagement:** Inform residents and stakeholders about the program's benefits to gain public support.
4. **Submit Application:** Prepare and submit a competitive application to NRCS, emphasizing the Township's commitment to preserving agricultural heritage and land use.

TRANSPORTATION

OVERVIEW

Transportation and connectivity include all forms of travel that move a person from one space to another. The future transportation component of the Plan focuses on enhancing the connections throughout the Town and Township for pedestrians, cyclists, motorists, golf carts, and other forms of travel. Transportation is vital for daily life and essential for future growth, environmentalism, and resiliency.

Key transportation challenges include congestion, outdated infrastructure, and limited multi-modal connectivity. Additionally, the area's road networks, especially Main and Jackson Streets, struggle to accommodate the volume of both pedestrian and vehicle traffic. The continued rise of golf cart usage adds new demands for safe organized routes and parking. Jackson Township's location along US 31, a major north-south highway, offers excellent regional access. However, the high traffic volume challenges local mobility. The community also faces difficulties with aging roads that no longer meet the needs of modern traffic, creating a need for updated traffic management systems, reevaluated speed limits, and strategic road improvements.

The Indiana Department of Transportation (INDOT) has identified several infrastructure projects, including new bridges, interchange upgrades, and road rehabilitations along US 31 and State Road 19 (Refer to Appendix A: Existing Conditions Report). The Township must work closely with INDOT to ensure these improvements align with local needs and priorities.

WHAT WE HEARD

Through a series of community engagement initiatives, including public surveys, stakeholder meetings, and steering committee meetings, residents of Jackson Township voiced several key concerns and priorities related to transportation:

Key Findings from Public Input on Transportation:

- **Traffic Congestion:** Many residents are concerned about traffic congestion on key roads, particularly at State Road 19 and Jackson Street.
- **Golf Cart Traffic:** Cicero's popularity as a golf-cart-friendly community has introduced new challenges, including limited parking options for golf carts. Golf carts are important for the community, and the Town would like to address any challenges to ensure golf cart owners feel welcome in the Town of Cicero.
- **Roadway Conditions and Safety:** Several roads, notably State Road 19, need resurfacing and improvements. Concerns about poor road conditions, congestion, and the absence of sufficient traffic control measures, particularly through the Downtown area, must be addressed to ensure safer and more efficient travel.

RELEVANT COMPREHENSIVE GOALS

- Invest strategically in reliable utility services and transportation networks that balance residential mobility, agricultural operations, and active transportation options like walking and biking.
- Promote active transportation options, including walking, biking, and non-motorized transit, as integral elements of the Township's overall transportation network.

OBJECTIVE STATEMENTS

1. Improve traffic flow and safety.
2. Strengthen multi-modal connectivity throughout Jackson Township that prioritizes the safety of pedestrians.
3. Identify opportunities to connect future Township trails to County and regional destinations through a trail system.

STRATEGIES

1. Conduct a comprehensive traffic study to identify areas of congestion and propose traffic management solutions, such as signalization, roundabouts, or additional lanes.
2. Implement clearer signage and traffic control measures around key intersections to improve safety and reduce congestion.
3. Develop a trail plan to connect a network of bike lanes, including north-south bicycle lanes and east-west routes, to improve accessibility for cyclists, including completion of the Cicero Trail and additional north-south bicycle lane connections.
4. Explore the possibility of a Capital Improvement and Program for Jackson Township, which establishes the hierarchy and classification of the roadway system.
5. Explore the feasibility of a community bicycle-sharing program, particularly for tourists visiting the waterfront or other local attractions.
6. Establish dedicated golf-cart parking areas, especially Downtown, to ensure organized and safe parking.
7. Increase awareness about golf cart safety through community outreach, signage, and registration processes to improve overall compliance and safety.
8. Work with INDOT to ensure that planned infrastructure improvements, such as bridge replacements and interchange upgrades, align with the Township's growth and development goals.

BEST PRACTICES

TRAFFIC CALMING MEASURES²³

Regarding concerns about high-speed roads in Jackson Township and the Town of Cicero, traffic calming measures can be explored as practical tools to improve safety and reduce vehicle speeds. Traffic calming addresses the risks posed by excessive speeds, increasing the likelihood and severity of traffic crashes.

Speed plays a critical role in traffic incidents, influencing the probability of a crash and the severity of injuries. High-speed roads often give drivers limited reaction time, making stopping or avoiding conflicts difficult. A driver's likelihood to speed is influenced by several factors, including road and environmental factors, such as lane width, surface quality, posted speed limits, traffic density, and weather conditions.

Traffic Calming Strategies

Traffic calming involves physical and design measures to reduce vehicle speeds and enhance safety for all road users, including pedestrians and bicyclists. These measures also discourage cut-through traffic. Common traffic calming techniques include:

- **Lateral Shifts**
- **Median Islands**
- **Corner Extensions/Bulb-Outs**
- **Road Diets**
- **High-Intensity Activated Crosswalk Beacon (HAWK)**

By implementing these measures, Jackson Township and the Town of Cicero can address community concerns and create safer roadways. For instance, median islands and road diets may be effective on wider high-speed roads. At the same time, corner extensions and HAWK signals (see below) can improve pedestrian safety at key intersections. Adopting these measures in Jackson Township and the Town of Cicero can ensure roadways are designed to fit the community's character while addressing the risks of high-speed travel.

Figure 25: HAWK signal. Source: cmtran.com/hawk-signal.



2 Source: Institute of Transportation Engineers.

3 Source: Traffic Calming Fact Sheet: Lateral Shift.

PUBLIC SERVICES AND UTILITIES

OVERVIEW

Providing reliable public services and utilities is one of the most essential functions of local government. A good infrastructure for water, wastewater, electricity, natural gas, and broadband access is critical to supporting residents' and visitors' health, safety, and well-being. As Jackson Township grows, ensuring that public services can keep pace with development is important to maintaining a high quality of life.

Public services in Cicero and Jackson Township encompass a variety of functions, from water and wastewater utilities to public schools, parks, emergency services, and government offices. These services ensure that basic needs are met and the community can function efficiently. However, with increasing growth and the development of new areas, infrastructure challenges have emerged, particularly regarding water, wastewater, drainage, and connectivity.

According to the Existing Conditions Report (Appendix A), Cicero's water treatment facility is designed to handle up to 750,000 gallons per day under normal usage, and 1.5 million gallons during peak usage. Daily operations go just above the facility's half-capacity, indicating that the system is operating efficiently but may need to be upgraded as the community grows.

The Town relies on CenterPoint Energy for natural gas services. Duke Energy, Indiana Michigan Power, and Tipton Utilities provide electricity to the region. Broadband and telecommunication services are provided by multiple providers, with efforts underway to expand high-speed internet access to underserved areas as demand for reliable broadband continues to rise.

Despite these services, stakeholders have raised concerns about the capacity of infrastructure to support future growth, particularly regarding water availability and drainage issues. These concerns are critical as Cicero and Jackson Township continue to experience both residential and commercial development.

WHAT WE HEARD

Key Findings from Public Input on Utilities:

- 1. Growth and Development:** Stakeholders highlighted the need to improve water and wastewater infrastructure to support growth, particularly in areas like the east side of the reservoir, where drainage issues have obstructed development.
- 2. Water and Wastewater Challenges:** The Town of Cicero's water system, while efficient, faces limitations in capacity, primarily as new development occurs. There are concerns about the ability to bring water to newly developed areas, mainly where expansion is restricted due to existing infrastructure.

RELEVANT COMPREHENSIVE GOALS

- Invest strategically in reliable utility services and transportation networks that balance residential mobility, agricultural operations, and active transportation options like walking and biking.

OBJECTIVE STATEMENTS

1. Continue to support water, sewer, and drainage projects to support existing and future development needs.
2. Coordinate with state, county, and private utility providers to address utility expansion needs and avoid service gaps.
3. Determine the use, location, and capacity of existing and future public utilities to efficiently serve existing and planned service areas.
4. Promote “green energy” and other alternative technologies.

STRATEGIES

1. Conduct a comprehensive water and wastewater infrastructure assessment to identify areas where capacity must be increased. Prioritize improvements for high-growth areas such as the 236th Street and US 31.
2. Partner with the private and public sectors to plan for and achieve infrastructure improvements and expansions, including emerging and future technologies, to meet the needs of existing and future residents, businesses, and visitors.
3. Adopt policies that require a Department Needs Assessment annually allocated for upcoming year demands and public expenditures.
4. Develop utility service and capacity maps for the Town of Cicero and Jackson Township, which demonstrate the connection points of water laterals, sewer mains, lift stations, broadband, and other provided utility services, thus providing a cohesive understanding of logical utility extension for supporting and review new land use developments.



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TOWN OF CICERO

ECONOMIC DEVELOPMENT

OVERVIEW

A thriving local economy is often driven by a combination of high-quality amenities, including retail and dining options, which contribute to population growth and a community's overall vitality. While waterfront attractions and tourism can bring visitors to the area, the day-to-day offerings, such as local shops and restaurants, keep a community vibrant and sustainable in the long term.

Expanding Cicero's commercial and residential diversity is critical to foster economic growth. Economic development creates opportunities to improve the Town's fiscal condition and can reduce long-term property tax burdens for local residents and businesses by expanding and diversifying the tax base. Attracting businesses and residents requires a dynamic environment with various amenities, housing options, and a strong infrastructure network. The Town of Cicero can offer desirable places to live, work, and play to form the foundation for a resilient local economy.

Equally important to economic development is a solid infrastructure base comprising reliable wastewater, transportation, water, energy, and broadband systems that meet the needs of current residents and future businesses. Adequate infrastructure will ensure Cicero can grow sustainably, supporting long-term economic prosperity. Key infrastructure corridors have influenced strategic growth in Cicero and Jackson Township, particularly along US 31 and State Road 19. Stakeholders emphasized balancing residential development with light industrial and commercial growth.

According to the Existing Conditions Report (Appendix A), a retail gap analysis of the area within a 5-minute drive of downtown Cicero revealed a significant leakage of \$140.5 million across multiple retail categories. The analysis showed that local consumers travel outside the Town of Cicero for goods and services, particularly for health and personal care, gasoline, food services, clothing, and general merchandise. These findings are a clear opportunity for retail growth in Cicero, and addressing these gaps could enhance the town's commercial offerings.

WHAT WE HEARD

During the Comprehensive Plan's development, community engagement events, stakeholder meetings, steering committee meetings, and public surveys were conducted to obtain invaluable input on what residents value.

Key Findings from Public Input on Economic Development:

- **Growth Management:** Stakeholders emphasize the importance of controlled and well-planned growth. There is support for commercial development, but it must be managed to avoid over-expansion. The Town should maintain a balance between residential and commercial growth, with a preference for single-family homes and limited high-density development.
- **Water Infrastructure:** Water supply is a major concern, particularly as growth continues. Expanding water infrastructure, especially on the west side, is critical to supporting future development.
- **Local Commercial Areas:** There is interest in creating mixed-use commercial spaces and encouraging small, local businesses. The Town strongly prefers a pedestrian-friendly and walkable environment with businesses and amenities accessible by foot. A farmers' market area is a potential addition to support local agriculture.
- **Industrial Development:** To prevent future heavy truck traffic in residential areas, industrial zones should be located along US 31, away from local roads.

RELEVANT COMPREHENSIVE GOALS

- Strengthen the Town of Cicero's hospitality and tourism industry by offering year-round, memorable experiences for visitors that align with community values.
- Create a vibrant downtown area that promotes community attachment and responsibility among residents and visitors.

OBJECTIVE STATEMENTS

1. Existing and future land uses are promoted, reinforced, and protected by the identity of each neighborhood district and corridor within the downtown area through the development and implementation of policies that establish appropriate regulations consistent with the character of each neighborhood, district, and corridor.
2. Maintain a small-town feel for the Town of Cicero.
3. Support commercial development and redevelopment of small businesses in established commercial districts.

STRATEGIES

1. Review development standards that promote growth standards shall reflect a cohesive and unique character that emphasizes a connection between creating a small-town sense of place and the convenience between places to live, work, and play.
2. Explore creating a joint parks and tourism board to unite staffing, marketing, and promotion efforts to promote seasonal amenities and offerings by the Town of Cicero.
3. Conduct a housing needs assessment that demonstrates and provides a build-out analysis for parcels of land zoned residential and any established and planned subdivisions, and review findings on the town's current and future levels of water/wastewater capacity.

HOUSING

OVERVIEW

Cicero's neighborhoods offer a unique and diverse sense of place. Cicero neighborhoods are more than a place to live; they are a waterfront way of life. Because of Cicero's small-town characteristics, existing and future housing development opportunities are crucial to understanding and planning for future growth.

The recent growth in Cicero and Jackson Township has raised concerns about the affordability and housing types being developed. While strong support exists for single-family homes on larger lots, many residents oppose multi-family or high-density housing. Although mixed-use developments are generally supported, new developments must follow local zoning standards and high-quality construction practices. A concern raised by stakeholders is the rising cost of housing, particularly around the Morse Reservoir, which has made homeownership increasingly difficult for local workers. The Town of Cicero should plan for selective housing developments, emphasizing quality and meeting the community's diverse needs, including younger generations and older residents.

According to the Existing Conditions Report (Appendix A), US Census data revealed that the number of households in Cicero and Jackson Township increased from 3,092 in 2010 to 3,408 in 2020, an increase of 316 units, or 10.2 percent. The Township's population grew, reaching 3,684 households in 2020, with an average household size of 2.5 people. In 2021, housing in Cicero and Jackson Township will primarily consist of single-family detached homes, which comprise 79 percent or 2,853 units of all housing units. Single-family attached homes (e.g., duplexes) represent 1.2 percent or 44 units. Multi-family housing (e.g., townhomes, condominiums, and apartments) accounts for 11.0 percent or 395 units. In comparison, mobile homes make up a small portion at 0.4 percent, at 14 units.

WHAT WE HEARD

The community survey confirmed that many people choose to live in Cicero because of its small-town feel, high quality of life, and close-knit community. Ensuring a mix of high-quality, diverse housing options, especially those with access to the town's waterfront, is a priority for attracting and retaining current and new residents.

Key Findings from Public Input on Housing:

- **Housing Demand and Diversity:** There is a strong demand for housing, especially single-family homes, but residents are concerned about maintaining the town's small-town feel and preventing over-density. While there is support for more diverse housing options, such as those catering to special needs individuals or multi-generational families, the focus remains on ensuring developments meet high-quality standards and align with the community's character. . Given concerns about affordability, future housing strategies will need to explore the spectrum of housing types and price points to provide access to housing for all segments of the population while also ensuring alignment with the community's quality and character standards.
- **Infrastructure Considerations:** A significant challenge to housing growth is the town's existing infrastructure, particularly water availability. Any new developments must account for infrastructure limitations, ensuring that new housing does not overwhelm the existing utility systems.
- **Rural and Traditional Housing:** There is widespread support for preserving the rural character of Cicero and Jackson Township. Residents prefer traditional housing designs, larger lots, and conservation-based subdivisions that blend with the natural landscape. Future development should prioritize these values to protect the area's rural charm while accommodating thoughtful growth.

RELEVANT COMPREHENSIVE GOALS

- Encourage various housing types in the Town of Cicero and Jackson Township, including transitional developments, conservation residential, and large-lot subdivisions, to meet the needs of all population segments.
- Ensure future growth and development preserve the community's small-town character while addressing evolving needs for housing, recreation, and economic opportunities.

OBJECTIVE STATEMENTS

1. Provide residential development opportunities to planned growth areas where adequate public services and facilities are available or planned.
2. Encourage well-designed residential development along existing public roads and nearby residential developments to promote orderly growth and expansion throughout the Town.

STRATEGIES

1. Support a variety of housing types and densities and mixed-use developments for all segments of the population that place users near daily services.
2. Evaluate the operation of the Planned Unit Development (PUD) standards of the zoning ordinance and identify ways to foster mixed-use developments.
3. Promote the diversity of senior housing opportunities to serve the aging population of Cicero and Jackson Township.
4. Explore various programs and concepts that can encourage creative ways to preserve natural resources and small-town community characteristics.
5. Review housing supply and utility capacity annually.

PARKS AND RECREATION

OVERVIEW

The community's parks and recreational offerings are considered a great asset. However, there is a clear desire to expand and diversify the Town's Park System. Stakeholders pointed out the importance of planning parks that reflect the area's demographics, such as parks designed for senior citizens and recreational amenities like pickleball courts. Opportunities to make public spaces more accessible for people with disabilities were also discussed.

The parks system comprises two main parks: Red Bridge Park, Community Park, and the Sports Complex. The parks add up to 50 acres with a marina and various playground equipment for all ages, picnic areas, two miles of walking paths along Stringtown Pike, and eight ball diamonds. The mission of the Cicero Parks Department is to foster the natural, cultural, and recreational heritage of the Cicero community.

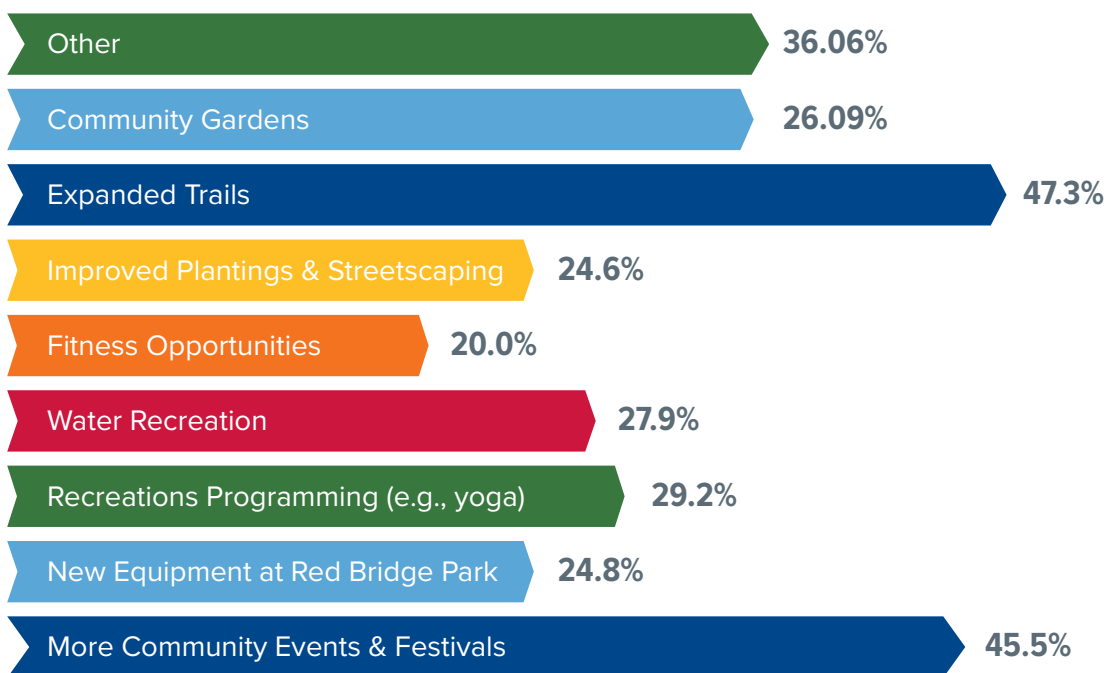
WHAT WE HEARD

Through a series of community engagement events, stakeholder meetings, Steering Committee meetings, and public surveys conducted during the development of the Comprehensive Plan, residents shared valuable input on the future of parks and recreation in the Town of Cicero.

Key Findings from Public Input on Parks and Recreation:

- **Existing Assets:** While Cicero's parks are an asset, many residents feel they are too small and, at times, overcrowded. There is a clear desire for more green space and a wider variety of recreational amenities, including additional trails, splash parks, and parks with diverse uses to cater to different interests and age groups.
- **Expansion Plans:** Stakeholders have proposed the addition of new parks, including spaces designed for outdoor activities, relaxation, and recreational play. Creating a parks and recreation master plan was also suggested to help the town qualify for grants to fund future park development. A "pocket park" or small designated recreational space was mentioned as another potential addition to the park system.
- **Accessibility and Safety:** There is strong support for improving accessibility to parks and ensuring the safety of pedestrians, especially at busy intersections like Main and Jackson Streets, where increased traffic poses challenges. Ensuring that parks and public spaces are safe and accessible for all users, including those with disabilities, was identified as a key priority for the community.

Figure 26: Survey – What should Jackson Township and the Town of Cicero focus on over the next five years?



RELEVANT COMPREHENSIVE GOALS

- Promote recreational activities and create connections between Atlanta, Arcadia, and surrounding towns, enhancing quality of life and attracting visitors.

OBJECTIVE STATEMENTS

1. Encourage and Financially Support Non-motorized connections, including sidewalks, bicycle paths, and recreation trails, serving all community areas and offering safe, attractive, and barrier-free connectivity.
2. Explore the promotion, scheduling, and staffing of seasonal recreational offerings for youth and senior population residents in Red Bridge Park.
3. Evaluate whether existing facilities meet the diverse needs of the entire community.

STRATEGIES

1. Establish a regional bicycle and pedestrian plan and coordinate with adjacent communities to create seamless non-motorized connections across municipal boundaries to serve residential, commercial, and institutional land uses.
2. Develop a Parks and Recreation Master Plan to expand the park and trail system and add connectivity between the Town and other municipalities.
3. Implement a non-motorized path or bike lanes to potentially use existing train services.
4. Develop a recreational offering program created by the Parks Department for residents.
5. Collect a formal inventory of all complete non-motorized trails, pathways, and sidewalk systems, including completion of the Cicero Trail and additional north-south bicycle lane connections in Jackson Township.

QUALITY OF LIFE

OVERVIEW

The quality of life in Cicero and Jackson Township is highly cherished, with a friendly community and a range of amenities that contribute to a welcoming atmosphere. Residents enjoy a variety of dining, entertainment, and recreational options, as well as the natural beauty of the area, particularly the Morse Reservoir. However, rapid growth presents both opportunities and challenges. As the Town grows, managing traffic, preserving the small-town feel, and ensuring affordable housing options for local workers are vital priorities.

Stakeholders emphasized the need for a careful balance between growth and preserving Cicero's character. The Town's popularity, highlighted by significant events like the 4th of July celebration, emphasizes the demand for more public services and infrastructure to handle increased traffic and visitors. At the same time, the growth of Cicero's residential, commercial, and recreational spaces must align with the town's values, ensuring that both new and long-time residents can continue to enjoy a high quality of life.

Cicero's proximity to Morse Reservoir and its natural surroundings are significant assets, providing outdoor recreation and tourism opportunities. The town's parks, including Red Bridge Park and Morse Park and Beach, offer boat slips, swimming areas, trails, and sports amenities that attract residents and visitors alike. The Nickel Plate Trail and other local trails offer walking, running, and cycling opportunities, further enhancing the community's recreational options.

As Cicero plans for future growth, the Town's ability to expand and diversify its housing, encourage new economic opportunities, and create vibrant mixed-use spaces will be central to maintaining and improving quality of life. Creating spaces where people can live, work, and play harmoniously will be crucial to Cicero's success in fostering a sustainable and inclusive future.

WHAT WE HEARD

Through a series of community engagement events, stakeholder meetings, Steering Committee meetings, and public surveys conducted during the development of the Comprehensive Plan, Cicero residents expressed a desire to continue improving the quality of life in the Town, mainly through thoughtful growth and development.

Key Findings from Public Input on Quality of Life:

- **Balanced Growth and Housing:** There is strong support for new housing developments that complement the Town's existing character. There is also support for diverse housing options, including those that provide to special needs populations, multi-generational living, and affordable housing for the workforce.
- **Downtown Mixed-Use Development:** The community is interested in revitalizing and expanding downtown Cicero through mixed-use development. By combining residential, commercial, and recreational spaces, Cicero can create vibrant, walkable areas that meet the needs of residents and visitors while contributing to the local economy.
- **Economic Development and Local Services:** Strengthening Cicero's local economy is a way to enhance quality of life. There is support for attracting small businesses, local shops, and new employers to the Town of Cicero and improving infrastructure to accommodate growth.
- **Preserving Natural Assets:** Cicero's natural surroundings, particularly Morse Reservoir and the surrounding parks and trails, are essential to the town's identity and quality of life. Ensuring continued access to these outdoor amenities and integrating them into development plans will help maintain the area's appeal for residents and visitors. Expanding park facilities and recreational options, such as additional trails, parks, and family-friendly spaces, is a priority for many stakeholders.
- **Traffic and Infrastructure Management:** As the Town of Cicero grows, managing traffic congestion, particularly in high-traffic areas like downtown, will be critical. Stakeholders emphasized the need for improved infrastructure and traffic management strategies to keep the Town's streets safe and efficient, mainly as more people visit Cicero for events and recreational activities.

RELEVANT COMPREHENSIVE GOALS

- Create a vibrant downtown area that promotes community attachment and responsibility among residents and visitors.

OBJECTIVE STATEMENTS

1. Maintain a balance between new developments' residential, commercial, and recreational spaces.
2. Encourage entrepreneurship and attract new businesses that complement the Town's character.
3. Integrate outdoor recreational opportunities into new developments.

STRATEGIES

1. Update zoning codes to allow for mixed-use developments integrating residential, commercial, and recreational spaces to complement the Town's character.
2. Develop and implement a detailed smart growth plan for Cicero's downtown area, focusing on mixed-use projects that combine commercial spaces on the ground floor with residential units above.
3. Establish programs or spaces that support local entrepreneurs, providing resources like affordable office space and mentorship.
4. Expand the town's trail system, ensuring connections between neighborhoods and parks, and promote non-motorized transportation options like walking, biking, and running.





CRITICAL PATH STRATEGIES

The goals and objective statements are created to guide the community's vision through recommendations; the strategies are direct guidelines to implement those recommendations. Each critical path strategy has a complete page outlining the work plan. This Plan is intended to assist in implementation, related goals, action items, and people or organizations involved, and it provides an estimated timeline and cost for each project.

Each strategy identified should be considered a top priority. Strategies are typically short-term, affordable projects that can create momentum and showcase immediate progress for the community. Some projects will be long-term and require extended timelines, additional budgeting, or increased staff resources to complete.

One strategy might apply to multiple goals or objective statements. Strategies that directly address multiple goals will be identified. Strategies might address the first step to completing a long-term goal as well.

HOW TO USE THE CRITICAL PATH STRATEGIES

The following pages provide specific guidance to Jackson Township/Town of Cicero and community partners on implementing the identified critical path strategies. Each program's dedicated work plan includes a timeframe of no longer than three years and an estimated cost.

JACKSON TOWNSHIP

LAND USE

STRATEGY: Develop two Agricultural Districts, one focused on intensive commercial agricultural land uses for Production Agriculture and General Agricultural, both of which allow traditional crop cultivation.	
OVERVIEW: This strategy aims to develop two agricultural districts: one dedicated to intensive commercial agricultural land uses for production agriculture and the other for general agricultural land use, supporting traditional cultivation of crops.	LEAD AGENCY: <ul style="list-style-type: none"> Town of Cicero/ Jackson Township Plan Commission
ACTION STEPS: <ol style="list-style-type: none"> Conduct a detailed geographical and environmental assessment to define both districts' locations and boundaries. Research and determine the land use needs for both districts: <ol style="list-style-type: none"> Production Agricultural District. Identify targeted expansion of agricultural research and development facilities, crop production, livestock (grazing and confined animal feeding operations), and agricultural production and storage centers (such as grain elevators). Explore the allowance of agricultural production land uses such as agricultural research facilities and food processing companies, including production, processing, and distribution. Typical land uses include compatible horse stables, wineries, and other agricultural promotional and education centers. General Agricultural District: Focus on supporting local farmers, crop diversity, sustainable practices, and traditional farming needs. Establish clear zoning requirements for both agricultural districts. Create policies that promote sustainable agriculture, provide incentives, and manage land use practices in both districts. <ol style="list-style-type: none"> Focus on water conservation, crop subsidies, soil health programs, and infrastructure development (e.g., roads, irrigation). Invest in critical infrastructure for the intensive agricultural district and the general agriculture district: <ol style="list-style-type: none"> Build infrastructure that supports traditional farming, such as local markets, small-scale storage units, community irrigation systems, and rural road networks. Implement advanced technologies for irrigation, crop monitoring, and water management. Regularly monitor the success of both districts in terms of crop yield, environmental sustainability, economic growth, and community impact. Adjust based on feedback, performance data, and emerging challenges annually. 	PARTIES TO INVOLVE: <ul style="list-style-type: none"> Cicero Economic Development Committee Streets and Utilities Department Formation of Committees or Local farmer groups Town of Cicero/ Jackson Township Plan Commission RELATED PLAN THEMES: Jackson Township <ul style="list-style-type: none"> Land use Agriculture and farmland preservation Public services and utilities
TIME FRAME: 12 Months	
ESTIMATED COST: Administrative Planning Staff Time and Resources	

STRATEGY:

Establish a US 31 aesthetic corridor that produces a strategic and economically viable corridor that adheres to high development standards. This would ensure that any planned growth is carefully considered, with special attention to the area's unique needs.

OVERVIEW:

This critical path strategy establishes an overlay zoning district along the US 31 corridor to guide revitalization and redevelopment efforts. This district will not actively promote growth but will ensure that any growth is carefully planned, with special attention given to the area's unique needs. This strategy creates a thoughtful, context-sensitive development framework that enhances the corridor's long-term sustainability.

LEAD AGENCY:

- Cicero/Jackson Township Plan Commission

ACTION STEPS:

1. Conduct a detailed survey and define the corridor's boundaries based on key factors like existing infrastructure, land use patterns, and economic potential.
2. Evaluate the economic potential of the US 31 corridor by assessing current land use, traffic patterns, business activity, and community needs.
3. Host public meetings, workshops, and town meetings to gather feedback from the community, property owners, and stakeholders on the corridor's vision.
4. Draft zoning regulations incorporating design standards requiring higher landscaping, lighting, building materials, and signage standards.
5. Determine Bulk Standards specific to US 31 regarding building height, setbacks, density, design guidelines, and infrastructure improvements specific to the US 31 corridor.
6. Conduct comprehensive environmental and traffic studies to understand the potential impacts of redevelopment along the corridor and to guide zoning adjustments.
7. Identify and prioritize infrastructure needs for the US 31 corridor, including road improvements, utility upgrades, pedestrian facilities, public transit, and green spaces.
8. Work with developers and businesses to initiate projects aligned with the overlay zoning district, such as mixed-use buildings, green spaces, and pedestrian-friendly designs.
9. Continuously monitor the success of the zoning overlay district and the redevelopment efforts, adjusting the Plan and policies as needed based on feedback, traffic patterns, or environmental changes.

PARTIES TO INVOLVE:

- Real estate professionals
- Local business owners
- Community members
- Streets and Utilities Department
- Cicero Parks Department
- Cicero Community Development
- Cicero/Jackson Township Plan Commission

RELATED PLAN THEMES:

- Jackson Township
- Land use
 - Public services and utilities
 - Transportation

TIME FRAME: 12 Months

ESTIMATED COST: Administrative Planning Staff Time and Public Notification Funds

AGRICULTURAL AND FARMLAND PRESERVATION STRATEGIES

STRATEGY:

Review the Zoning Ordinance to adopt a Conservation Residential Zoning District designed for Major Subdivisions to improve Jackson Township's ability to reduce scattered rural nonfarm development by encouraging clustering of rural development as part of a farmland preservation strategy.

OVERVIEW:

The goal is to review Jackson Township's zoning ordinance and adopt a Conservation Residential Zoning District (CRZD) to reduce scattered rural nonfarm development and implement a farmland preservation strategy.

LEAD AGENCY:

- Formulate Jackson Township Preservation Committee with Local Property Owners

ACTION STEPS:

1. Collect data on existing agricultural land use patterns, farmland fragmentation, and rural development trends. Understand how current zoning impacts land conservation and residential growth.
2. Establish an Agricultural Preservation Committee with local farmers and prospective estate and large-lot custom housing developers in Jackson Township to gather input and create an understanding of the desired aspects of the proposed Conservation Residential Zoning District.
3. Based on the results of the desired conservation practices and zoning assessment, agricultural trends, and public feedback, develop a draft zoning ordinance that supports clustered residential development and farmland preservation.
 - a. Focus on density restrictions, residential clustering, open space requirements, and environmental protections (e.g., buffers, conservation easements).
4. Review the draft zoning ordinance with key stakeholders, including local government, zoning board, farmers, developers, and community representatives. Refine the language and structure based on feedback.
5. Submit the final draft of the Conservation Residential Zoning District to the planning commission for review. Provide supporting materials highlighting the benefits of clustered residential development for preserving farmland.
6. Schedule a public hearing where community members and stakeholders can review and comment on the proposed Conservation Residential Zoning District. Incorporate feedback as necessary before the township council adopts the zoning ordinance.
7. Once the town council approves the zoning ordinance, the documentation will be finalized, and the new regulations will be integrated into the official zoning code for Jackson Township.
8. After the new zoning ordinance has been in place for one year, review its effectiveness in reducing scattered rural development and preserving farmland. Make revisions if necessary to address challenges or new community feedback.

PARTIES TO INVOLVE:

- Cicero Community
- Development
- Cicero Economic
- Development Committee

RELATED PLAN THEMES:

Jackson Township

- Land use
- Public services and utilities
- Transportation
- Agriculture and farmland preservation

TIME FRAME: 2 to 4 Years

ESTIMATED COST: Administrative Staff and Public Notification Costs

STRATEGY:

Establish design guidelines for Individual or Minor Subdivision Rural Residential Development that minimize conversion of agricultural land, redirect nonfarm uses away from productive farm soils, support farm operations, and allow for agriculture-related businesses.

OVERVIEW:

The objective is to establish design guidelines for rural housing that minimize the conversion of agricultural land, redirect nonfarm uses away from productive farm soils, support farm operations, and allow for agriculture-related businesses. These guidelines will help create a sustainable balance between rural development and farmland preservation.

LEAD AGENCY:

- Cicero/Jackson Township Plan Commission

ACTION STEPS:

1. Analyze existing land use patterns, including current residential development and agricultural land usage. Identify areas with productive farm soils and assess how development is impacting agriculture.
2. Review best practices and successful case studies from other municipalities implementing rural housing design guidelines focused on agriculture preservation and sustainable land use.
3. Based on research and public input, create detailed design standards and guidelines that address the following:
 - a. Site Layout: Clustered development, minimizing land disturbance, and preserving agricultural land.
 - b. Building Design: Aesthetic compatibility with rural and agricultural landscapes.
 - c. Infrastructure: Sustainable development practices (e.g., water conservation, energy-efficient building practices).
 - d. Farm Support: Provisions for agriculture-related businesses and compatibility with farm operations.
4. Integrate the finalized design guidelines into Jackson Township's zoning code ordinances. These guidelines will become part of the Township's development approval process for rural housing.
5. Hold public hearings to review the design guidelines with the community and receive final input before adoption. The guidelines must be formally adopted by the township council or planning commission.
6. Finalize and publish the official design guidelines for rural housing. This update should include guidelines for developers, farmers, and property owners about how to proceed with housing development while following the Comprehensive Plan goals and Township vision.

PARTIES TO INVOLVE:

- Real estate professionals
- Community members
- Streets and Utilities Department
- Cicero Community Development
- Cicero/Jackson Township Plan Commission

RELATED PLAN THEMES:

Jackson Township

- Land use
- Public services and utilities
- Agriculture and farmland preservation

TIME FRAME: 2 to 4 Years

ESTIMATED COST: Administrative Staff Costs

STRATEGY:

Develop and implement new tools, such as the Purchase of Agricultural Conservation Easements (PACE), Transfer of Development Rights (TDR), and conservation subdivisions.

OVERVIEW:

The goal is to develop and implement new tools such as the Purchase of Agricultural Conservation Easements (PACE), Transfer of Development Rights (TDR), and Conservation Subdivisions to protect farmland, promote sustainable development, and encourage agricultural land preservation in Jackson Township.

LEAD AGENCY:

- Appoint Town Council Leadership to work in conjunction with Jackson Township Agricultural Preservation Committee Leadership to review potential Agricultural Preservation Tools

ACTION STEPS:

1. Review other municipalities' case studies and best practices for PACE, TDR, and Conservation Subdivisions. Understand the legal, financial, and administrative requirements for implementing these tools.
2. Assess the current legal and financial frameworks in Jackson Township for supporting these tools. This process includes reviewing zoning laws, tax incentives, and funding mechanisms that can support PACE and TDR programs.
3. Design the PACE program, which allows landowners to sell development rights to the Township or conservation organization in exchange for maintaining the agricultural use of the land.
 - a. Define eligibility criteria, application procedures, funding sources, and easement terms.
4. Design the TDR program, which enables landowners in agricultural areas to sell their development rights to developers or municipalities in areas designated for growth.
 - a. Establish a transfer mechanism, receiving areas, sending areas, and compensation structures.
5. Develop guidelines for Conservation Subdivisions that encourage clustering residential development in areas that avoid critical agricultural and open space. Include minimum lot sizes, density, and required open space.
6. Integrate the PACE, TDR, and Conservation Subdivision guidelines into Jackson Township's zoning ordinances or land use policies. This process will formalize these tools within the local regulatory framework.
7. Identify and secure funding mechanisms for the PACE and TDR programs, such as state and federal grants, conservation bonds, or local tax incentives.
 - a. Develop partnerships with land trusts, environmental groups, and government agencies.
8. Officially launch the PACE, TDR, and Conservation Subdivisions programs and establish a clear application process for landowners interested in the PACE and TDR programs, including review criteria, timelines, and documentation requirements.

PARTIES TO INVOLVE:

- US Department of Agriculture
- Indiana Farm Service Agency Staff
- Local farmer groups
- Streets and Utilities Department
- Cicero Community Development
- Cicero/Jackson Township Plan Commission

RELATED PLAN THEMES:

Jackson Township

- Land use
- Public services and utilities
- Agriculture and farmland preservation

TIME FRAME: 2 to 4 Years

ESTIMATED COST: Legal Services Cost for Formation of TDR and Administrative Staff Costs: Estimated \$15,000-\$20,000

TRANSPORTATION STRATEGIES

STRATEGY: Conduct a comprehensive traffic study to identify areas of congestion and propose traffic management solutions, such as signalization, roundabouts, or additional lanes.	
OVERVIEW: The goal is to conduct a comprehensive traffic study to identify areas of congestion and propose effective traffic management solutions, such as signalization, roundabouts, or additional lanes, to improve traffic flow, reduce congestion, and enhance road safety in Jackson Township.	LEAD AGENCY: <ul style="list-style-type: none"> Cicero/Jackson Township Plan Commission
ACTION STEPS: <ol style="list-style-type: none"> Consult with local traffic engineers on the importance of conducting a traffic study for the Township and Town of Cicero. A traffic engineer can help you achieve the following steps: <ol style="list-style-type: none"> Define the scope of the traffic study, including key problem areas, study boundaries, and the specific traffic management solutions to be explored. Identify the objectives, such as improving traffic flow, reducing delays, and improving safety. Collect and analyze data on traffic volume, speeds, accident history, and congestion patterns in identified problem areas. Develop a range of potential traffic management solutions based on the identified congestion hotspots. Conduct a cost-benefit analysis of each proposed solution. This analysis should include direct costs (construction, equipment, personnel) and indirect costs (environmental impact, potential disruptions during construction), as well as the benefits (e.g., reduced congestion, improved safety, environmental improvements). Hold public meetings to present the traffic study findings and proposed solutions and gather feedback from residents, business owners, and other stakeholders about their concerns and preferences. Refine the proposed traffic management solutions based on public feedback and final analysis. Prepare a Traffic Study Plan, including the final recommendations for each problem area, implementation strategies, and timelines. Seek funding for the proposed traffic management solutions. Opportunities may include local government funding, state or federal grants, or partnerships with private developers. Begin implementing the proposed solutions based on priority areas. The solutions could include installing new traffic signals, constructing roundabouts, or widening roads. 	PARTIES TO INVOLVE: <ul style="list-style-type: none"> Traffic Engineer Streets and Utilities Department Cicero Community Development Cicero/Jackson Township Plan Commission RELATED PLAN THEMES: <p>Jackson Township</p> <ul style="list-style-type: none"> Land use Public services and utilities Transportation
TIME FRAME: 6 Months to 1 Year	
ESTIMATED COST: \$55,000-\$60,000	

STRATEGY: Work with INDOT to ensure that planned infrastructure improvements, such as bridge replacements and interchange upgrades, align with the Township's growth and development goals.	
OVERVIEW: The objective is to ensure that planned infrastructure improvements by the Indiana Department of Transportation (INDOT), including bridge replacements and interchange upgrades, align with Jackson Township's growth and development goals. This alignment will ensure that infrastructure improvements support sustainable growth, enhance transportation efficiency, and meet the community's needs.	LEAD AGENCY: <ul style="list-style-type: none"> Streets and Utilities Department
ACTION STEPS: <ol style="list-style-type: none"> 1. Initiate formal communication with INDOT to establish a collaborative working relationship—schedule meetings with key INDOT staff to discuss upcoming infrastructure projects and outline the goals for collaboration. 2. Review the 2024 Comprehensive Plan goals, including future land use plans, zoning adjustments, and projected population growth. Identify areas of the Township that INDOT infrastructure projects will most impact. 3. Organize a series of planning sessions or workshops with INDOT to discuss findings from the evaluation process, clarify township development priorities, and identify ways to integrate infrastructure improvements with local growth. 4. Prioritize INDOT infrastructure projects based on how well they support or enhance the Township's growth and goals. Provide feedback to INDOT on which projects should be accelerated or modified to better align with the Township's needs. 5. Maintain regular communication with INDOT and other stakeholders to address any impacts on traffic patterns, development, or public concerns during construction. 	PARTIES TO INVOLVE: <ul style="list-style-type: none"> INDOT Hamilton County Highway Department Streets and Utilities Department Cicero Community Development Cicero/Jackson Township Plan Commission
	RELATED PLAN THEMES: Jackson Township <ul style="list-style-type: none"> Land use Public services and utilities Transportation
TIME FRAME: 2 Years	
ESTIMATED COST: Independent Engineering Bridge Assessments: \$25,000-\$50,000	

PUBLIC SERVICES AND UTILITIES STRATEGIES

STRATEGY: Develop utility service and capacity maps for the Town of Cicero and Jackson Township, which demonstrate the connection points of water laterals, sewer mains, lift stations, broadband, and other provided utility services, thus providing a cohesive understanding of logical utility extension for supporting and review new land use developments.	
OVERVIEW: The goal is to create utility service and capacity maps for Cicero and Jackson Township, which will illustrate the connection points of key utilities (e.g., water laterals, sewer mains, lift stations, broadband). These maps will support the review of new land use developments, assist in planning for infrastructure expansion, and ensure that utility services are efficiently extended in accordance with growth and development plans.	LEAD AGENCY: <ul style="list-style-type: none"> Streets and Utilities Department
ACTION STEPS: <ol style="list-style-type: none"> 1. Establish a project team and identify key stakeholders. 2. Clearly define the scope of the utility service maps, including which utilities will be mapped (e.g., water, sewer, broadband, electricity) and the level of detail required. 3. Conduct an inventory of existing utility infrastructure, including the location and capacities of water laterals, sewer mains, lift stations, broadband connections, and other utilities. Coordinate with utility providers to gather existing maps, plans, and data about their infrastructure. 4. Assess the current capacity of utility infrastructure (e.g., water, sewer, broadband) and determine if it can support future growth and development. Identify areas where capacity may be insufficient or where infrastructure must be expanded to meet demand from new developments. 5. Create detailed utility service and capacity maps in ArcGIS using the collected data. These maps should show key infrastructure points, current capacities, and logical connection points for new developments. 6. Analyze infrastructure gaps and potential expansion areas. 7. Present the developed utility maps to stakeholders for their review and input. Revise maps as needed based on input. 8. Establish a system for monitoring the growth and updates of utility infrastructure to ensure the maps remain current. Develop a process for periodically updating the maps as new utility projects are completed and new developments occur. 	PARTIES TO INVOLVE: <ul style="list-style-type: none"> Streets and Utilities Department Hamilton County Surveyor Hamilton County Regional Utility District Cicero/Jackson Township Plan Commission Town Council Representative RELATED PLAN THEMES: <ul style="list-style-type: none"> Jackson Township Land use Public services and utilities Transportation
TIME FRAME: 2 Years	
ESTIMATED COST: Administrative Staff Time and Resources Independent Utility Expansion Studies: \$50,000-\$75,000	

TOWN OF CICERO

LAND USE

STRATEGY:

Adopt Development Standards that create setback requirements and direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes to protect the benefits and functions they provide and to save future public and private dollars spent on flood control, stormwater management, habitat restoration, and erosion control areas.

OVERVIEW:

The goal is to adopt development standards that establish setback requirements and direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes. The standards will protect these areas' ecological functions and benefits while reducing future public and private spending on flood control, stormwater management, habitat restoration, and erosion control.

LEAD AGENCY:

- Cicero/Jackson Township Plan Commission

ACTION STEPS:

1. Review existing zoning codes, development standards, and environmental protection regulations related to wetlands, floodplains, and steep slopes.
2. Based on environmental data and best practices review, draft specific setback requirements for development near wetlands, floodplains, and steep slopes. Define setback distances and buffer zones to minimize environmental impacts.
3. Draft guidelines outlining acceptable land uses and development practices in or near sensitive areas. These may include restrictions on certain activities, allowances for low-impact developments, or recommendations for preservation and mitigation measures.
4. Create stormwater management, erosion control, and flood prevention policies that complement the proposed setbacks and guidelines. Develop procedures for applying for permits and variances related to development near sensitive areas.
5. Conduct public meetings and receive feedback from stakeholders on the draft development standards.
6. Revise the draft development standards based on public feedback and submit the final document for approval by the local plan commission.
7. Periodically review the effectiveness of the adopted standards in protecting environmentally sensitive areas. Use feedback from the community, developers, and environmental agencies to adjust and refine the standards as necessary.

PARTIES TO INVOLVE:

- Indiana Department of Natural Resources (IDNR)
- Army Core of Engineers
- Indiana Department of Environmental Management (IDEM)

RELATED PLAN THEMES:

Town of Cicero

- Land use
- Economic development
- Quality of life

TIME FRAME: 2 to 3 Years

ESTIMATED COST: Administrative Staff Time and Resources

ECONOMIC DEVELOPMENT

STRATEGY:

Review development standards that promote growth standards shall reflect a cohesive and unique character that emphasizes a connection between creating a small-town sense of place and the convenience between places to live, work, and play.

OVERVIEW:

This strategy aims to review and update development standards that promote growth while reflecting a cohesive and unique character emphasizing a small-town sense of place. The strategy aims to create a harmonious balance between the small-town atmosphere and the convenience of mixed-use developments, offering residents a quality environment where they can live, work, and play.

LEAD AGENCIES:

- Town of Cicero Community Development
- Cicero Economic Development Committee

ACTION STEPS:

1. Conduct a comprehensive review of current development standards in the community, focusing on zoning codes, land use policies, and architectural guidelines. Identify areas where current standards support or hinder the goal of creating a small-town character.
2. Research and analyze case studies from other small-town communities that have successfully implemented residential, commercial, and recreational spaces while maintaining a strong sense of place.
3. Develop design guidelines focusing on building forms, landscaping, and infrastructure that reflect the desired small-town aesthetic.
4. Develop specific setback and buffer requirements that preserve open space, protect viewsheds, and allow for green buffers between residential areas and more developed zones. Ensure that the development remains within the small-town character while offering convenience and access to amenities.
5. Present the updated development standards and design guidelines to the community for feedback.
6. Submit the revised development standards for adoption by the local plan commission. Ensure the new standards are legally enforceable and become part of the official zoning code and planning policies.
7. Periodically evaluate the effectiveness of the new development standards in creating a small-town environment. Adjust the standards if needed to address any issues or changing community needs.

PARTIES TO INVOLVE:

- Streets and Utilities Department
- Cicero Chamber of Commerce Platform
- Cicero Community Development
- Northern Hamilton County Chamber of Commerce
- Cicero/Jackson Township Plan Commission

RELATED PLAN THEMES:

- Town of Cicero
- Land use
 - Economic development
 - Housing
 - Parks and recreation
 - Quality of life

TIME FRAME: 2 to 3 Years

ESTIMATED COST: Independent Civic Fabric Designs for Streetscape, Landscaping, and Main Street: \$40,000 to \$60,000

HOUSING

STRATEGY:

Support a variety of housing types and densities and mixed-use developments for all segments of the population that place users near daily services.

OVERVIEW:

The goal of this strategy is to support a variety of housing types and densities, along with mixed-use developments, that accommodate all segments of the population. These developments should prioritize placing residents near daily services such as schools, healthcare, grocery stores, and other essential services, promoting convenience, sustainability, and inclusivity.

LEAD AGENCY:

- Cicero Economic Development Committee

ACTION STEPS:

1. Explore a Housing Assessment / Housing Study for the Town of Cicero.
2. Understand the Housing Needs Assessment for the Community.
3. Form a Housing Betterment for Cicero Committee.
4. Coordinate Meetings between Prospective Developers and Vacant Property Owners.
5. Strategize Initial Steps to overcome impediments to growth and development, such as water and drainage, by coordinating.

PARTIES TO INVOLVE:

- Cicero/Jackson Township Plan Commission
- Coordination between Property Owners and Prospective Developers

RELATED PLAN THEMES:

Town of Cicero

- Land use
- Economic development
- Housing
- Quality of life

TIME FRAME: 2 Years

ESTIMATED COST: Housing Assessment: \$35,000-\$55,000

PARKS AND RECREATION

STRATEGY:

Establish a regional bicycle and pedestrian plan and coordinate with adjacent communities to create seamless non-motorized connections across municipal boundaries to serve residential, commercial, and institutional land uses.

OVERVIEW:

This strategy aims to establish a regional bicycle and pedestrian plan that coordinates with adjacent communities to create seamless non-motorized connections across municipal boundaries. These connections will serve residential, commercial, and institutional land uses, promoting active transportation, sustainability, and connectivity in the region.

LEAD AGENCY:

- Formation of Cicero Bike and Trail Committee
- Town Council Representative

ACTION STEPS:

Conduct an inventory of existing bicycle and pedestrian infrastructure within the Town of Cicero, including bike lanes, multi-use trails, sidewalks, and crossings. Identify gaps in the network and potential areas for improvement.

Hold public meetings and surveys to gather input from residents, businesses, and local institutions regarding their needs and preferences for bicycle and pedestrian facilities.

Coordinate with adjacent communities to align the bicycle and pedestrian plans with their existing or planned infrastructure.

Develop a detailed bicycle and pedestrian network plan that outlines the proposed routes, connections, infrastructure improvements, and design standards for the regional network.

Identify potential funding sources for implementing the bicycle and pedestrian plan, such as federal and state grants, local government funding, and private partnerships. Develop an implementation timeline with phased priorities and budget estimates.

Present the draft bicycle and pedestrian plan to the public and stakeholders for feedback.

Present the final regional bicycle and pedestrian plan to the local plan commission for formal adoption.

Implement the Plan in phases based on priority routes and available funding. Start with high-demand areas, critical connections, and infrastructure that support multi-modal transportation. Establish a timeline for future phases.

PARTIES TO INVOLVE:

- Cicero Parks Department
- Streets and Utilities Department
- Cicero Community Development
- Cicero/Jackson Township Plan Commission
- Hamilton County Parks and Recreation Department

RELATED PLAN THEMES:

Town of Cicero

- Land use
- Economic development
- Parks and recreation
- Quality of life

TIME FRAME: 2 Years

ESTIMATED COST: \$40,000-\$60,000

STRATEGY:

Develop a Parks and Recreation Master Plan to expand the park and trail system and add connectivity between the Town and other municipalities.

OVERVIEW:

This strategy aims to develop a comprehensive Parks and Recreation Master Plan to expand the existing park and trail system, enhance recreational opportunities, and create connectivity between the Town and neighboring municipalities. This Plan will ensure that parks and trails are accessible, sustainable, and well-connected to serve residents and visitors alike.

LEAD AGENCY:

- Cicero Parks Department

ACTION STEPS:

1. Conduct a comprehensive inventory of existing parks, recreation facilities, trails, and open spaces within the Town. Assess their current condition, usage, and amenities, such as play equipment, sports facilities, walking paths, and accessibility features.
2. Conduct surveys and engage with the community to understand their needs and preferences for recreational spaces.
3. Identify needs and gaps in the park and trail system, including underserved areas and community needs for recreation access or connectivity.
4. Host public meetings and surveys to gather input from residents on their preferences, needs, and priorities for parks and recreation. Encourage feedback on desired amenities, activities, and areas for park and trail expansion.
5. Based on community input and the needs assessment, develop specific recommendations for park amenities, including play equipment, sports facilities, outdoor fitness stations, picnic areas, and community gardens.
6. Develop a realistic budget for implementing the Parks and Recreation Master Plan, including costs for land acquisition, infrastructure, development, and maintenance.
7. Present the draft Parks and Recreation Master Plan to stakeholders and the public for feedback.
8. Present the final Parks and Recreation Master Plan to the local plan commission and other relevant departments for formal approval.
9. Begin the planned implementation based on available funding and priority areas identified. Starting with high-priority park expansions, trail connections, and amenities.

PARTIES TO INVOLVE:

- Cicero Parks Department
- Streets and Utilities Department
- Cicero Parks Department
- Cicero/Jackson Township Plan Commission
- Hamilton County Parks and Recreation

RELATED PLAN THEMES:

Town of Cicero

- Land use
- Economic development
- Parks and recreation
- Quality of life

TIME FRAME: 1-2 Years

ESTIMATED COST: \$40,000-\$45,000

QUALITY OF LIFE

STRATEGY: Update zoning codes to allow for mixed-use developments integrating residential, commercial, and recreational spaces to complement the Town’s character.	
OVERVIEW: This strategy is intended to integrate mixed-use development and provide the ability to redevelop and transform traditional neighborhoods into places to work, shop, and live.	LEAD AGENCY: <ul style="list-style-type: none"> Cicero Economic Development Committee
ACTION STEPS: <ol style="list-style-type: none"> 1. Identify prospective areas within the Town of Cicero that are conducive to redevelopment and transition to mixed-use. 2. Understand the desires and land use preferences of the property and neighboring property owners. 3. Draft Text Amendments to the Zoning Ordinance to reflect the desires and outcomes of the subject preference surveys and meetings 4. Create building design renderings and conceptual streetscape layouts for public input. 	PARTIES TO INVOLVE: <ul style="list-style-type: none"> Town Council Cicero/Jackson Township Plan Commission Land Owners and Prospective Developers
	RELATED GOALS: Town of Cicero <ul style="list-style-type: none"> Land use Economic Development Quality of Place
TIME FRAME: 3 Years	
ESTIMATED COST: \$30,000-\$35,000	

STRATEGY:

Develop and implement a detailed smart growth plan for Cicero's downtown area, focusing on mixed-use projects that combine commercial spaces on the ground floor with residential units above.

OVERVIEW:

This strategy aims to create and implement a Smart Growth Plan for Cicero's downtown area that promotes mixed-use developments. These developments combine commercial spaces on the ground floor with residential units above, fostering a vibrant, walkable, and sustainable downtown that attracts businesses and residents.

LEAD AGENCY:

- Cicero Economic Development Committee

ACTION STEPS:

1. Perform a thorough assessment of Cicero's downtown area, evaluating existing land uses, infrastructure, zoning regulations, economic conditions, and community assets. Identify underutilized properties, vacant lots, and areas with redevelopment potential for mixed-use projects.
2. Assess the current state of downtown infrastructure (e.g., streets, sidewalks, utilities, parking) and identify areas requiring improvement to support mixed-use developments.
3. Work with the community and stakeholders to create a shared vision for Cicero's downtown area. This vision should emphasize mixed-use development that includes commercial, residential, and recreational uses in a way that enhances the character and identity of the area.
4. Update zoning codes to align with the community vision and design guidelines and facilitate the integration of commercial and residential uses.
5. Explore potential funding sources to support the development of mixed-use projects. The funding may include public-private partnerships, tax incentives, grants, etc.
6. Work with a developer to begin downtown Cicero's first mixed-use development project. Ensure that the project complies with updated zoning codes, design guidelines, and the vision for the area.

PARTIES TO INVOLVE:

- Streets and Utilities Department
- Cicero Community Development
- Real Estate Developers
- Cicero/Jackson Township Plan Commission

RELATED PLAN THEMES:

Town of Cicero

- Land use
- Housing
- Economic development
- Quality of life

TIME FRAME: 3-5 Years

ESTIMATED COST: Conceptual Design and Architectural Renderings \$25,000-\$35,000

METRODIST
EPISCOPAL
CHURCH
— 1912 —

CICERO UNITED
METHODIST CHURCH
8-00 SUNDAY SCHOOL
10-30 WORSHIP
PASTOR
STEVE WALKER

CICERO
UNITED
METHODIST CHURCH



Flightax



PILOTAX

Milestone

UPDATING THE PLAN

The following measures should be taken to ensure that the recommended strategies and action steps continue to move the community toward its vision and that the Plan accurately reflects its collective vision and goals over time.

- Prepare an annual report highlighting how the Plan was used and the effectiveness of the contents.
- Pay particular attention to the implications of how one part of the Plan affects or otherwise relates to another.
- Establish a five-year review and update process to regularly examine and revise the Plan's contents.
- Items of particular importance to examine are:
 - Updates to sociodemographic information-Relevancy of identified policy objectives.
 - Advancement in best practice in land use, transportation, or zoning.
 - Changes to the local regulatory environment



APPENDIX A: EXISTING CONDITIONS REPORT



CICERO / JACKSON TOWNSHIP COMPREHENSIVE PLAN

EXISTING CONDITIONS REPORT

APRIL 2024



AMERICAN
STRUCTUREPOINT
INC.



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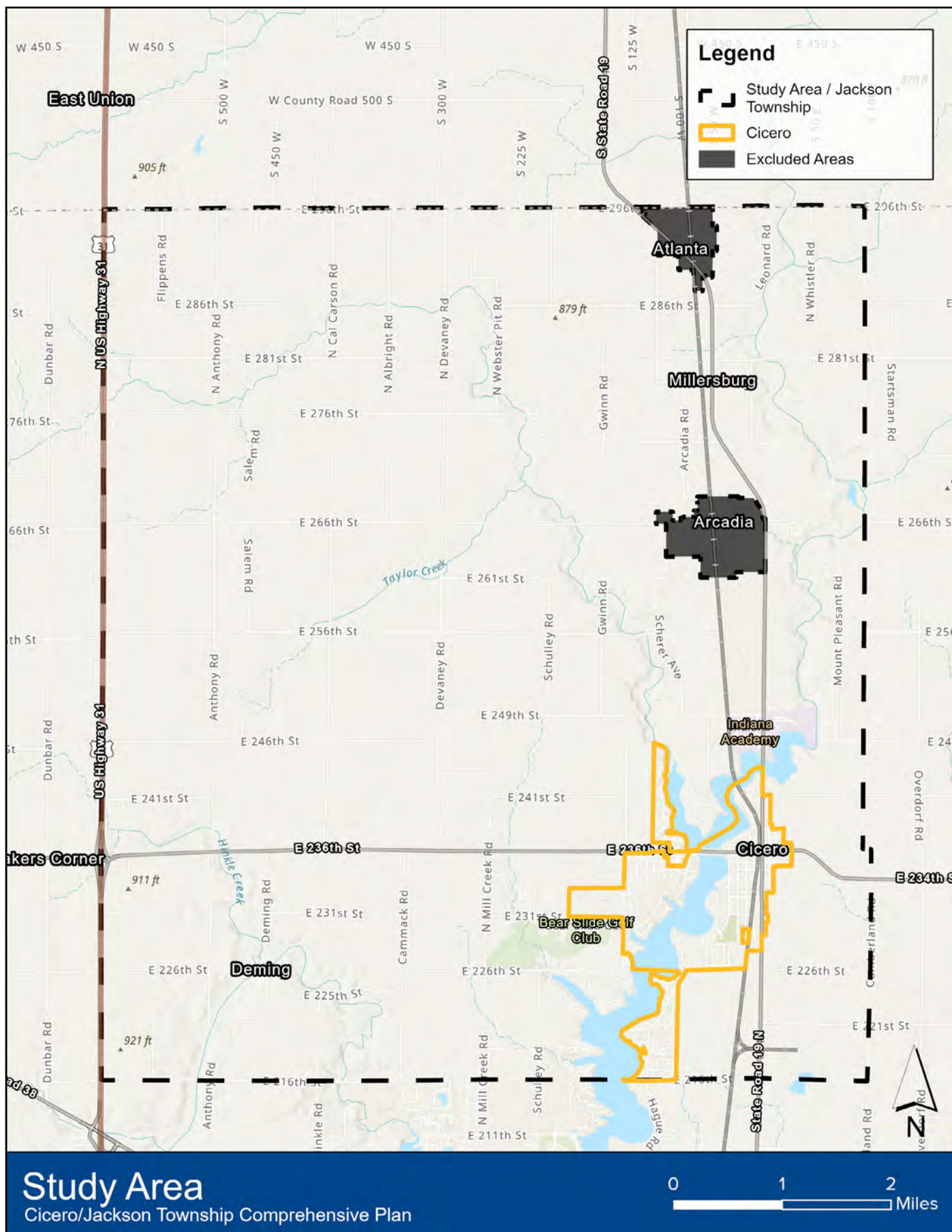


INTRODUCTION

The Town of Cicero and the rural portions of Jackson Township are situated in the northernmost region of Hamilton County, Indiana. Jackson Township is one of nine townships found in Hamilton County. It encompasses approximately 55 square miles and includes the communities of Cicero, Arcadia, and Atlanta. Notable landmarks within Jackson Township's borders include Morse Reservoir, Hamilton Heights School Corporation, and the Seventh Day Adventist School.

The Town of Cicero/Jackson Township Comprehensive Plan will be a long-range plan for development and land use strategies within Jackson's jurisdiction. This document will serve as a comprehensive guide for decision-makers, offering guidance on areas related to relevant demographics demonstrating history and patterns of land use, urban expansion, housing initiatives, public amenities, and other community concerns.

Figure 1: Cicero and Jackson Township – Study Area.



REPORT PROCESS

The initial phase is to understand the previous land use policies and implementation strategies involved in understanding the previously adopted community plans. Stakeholder meetings were conducted to determine key trends for concentration and highlight potential enhancements in the existing commercial, industrial, and residential development, utilities, transportation capacity, etc. Based on these meeting findings, more traditional data-gathering methods were utilized to help further refine the concepts.

PREVIOUS PLANS

In preparation for writing this plan, staff reviewed the existing development and policy documents from Hamilton County and Jackson Township. The documents reviewed included the following:

- 2007 Hamilton County Thoroughfare Plan Update
- 2012 Self-Evaluation and ADA Transition Plan
- 2015 Cicero and Jackson Township Comprehensive Plan
- 2016 Cicero Downtown Revitalization Plan
- 2017 Hamilton County Parks and Recreation 5-Year Comprehensive Plan 2017-2021
- 2020 Hamilton County Comprehensive Plan

Each document includes recommendations for future developments within the Town of Cicero and Jackson Township. The Cicero/Jackson Township Comprehensive Plan will ensure that existing goals and strategies outlined in these previous documents are a part of the recommendation of this document.

2007 HAMILTON COUNTY THOROUGHFARE PLAN UPDATE

This plan, prepared by the Schneider Corporation, was an update to the 1990 Hamilton County Thoroughfare Plan. The plan was updated in response to the rapid growth in population and employment that the county saw from 1990 to 2007. The plan update reported an 82 percent increase in employment, a 55 percent increase in household income, a 68 percent increase in population, and a 69 percent increase in housing units from 1990 to 2000.

Hamilton County is comprised of a number of Indianapolis suburbs. With Indianapolis and access to I-465 immediately south of the county, most travel within and through the county is north-south, with US-31 being the main thoroughfare to do so.

The plan update established four major goals with subsequent objectives to help achieve those goals. The four goals were:

1. Focus on safety and efficiency in travel, serving all areas of Hamilton County.
2. Recognize the limited funding and maintenance resources available; be proactive and act sustainably.
3. Continue to improve the quality of life throughout Hamilton County.
4. Integrate and accommodate all modes of transportation.

There is an emphasis on the importance of connectivity, providing more choices to Hamilton County residents, more cost-effective public infrastructure, better access to emergency services, decreased travel time, reduced air pollution, and cost savings.

Most relevant to Cicero and Jackson Township, the plan identifies focus areas, one of them being the US 31 Focus Area, intending to lower congestion levels and improve safety and level of service. The plan recommends limiting access to the highway, widening the roadway, improving intersections, installing interchanges at major roadways, and interconnecting adjacent land uses to accomplish the Focus Area goal.

2012 SELF-EVALUATION AND ADA TRANSITION PLAN

This plan was prepared in partnership with the Town of Cicero and United Consulting. The plan consists of an introduction to the seven steps to Americans with Disabilities Act (ADA) compliance as well as an inventory and evaluation of existing curb ramps, sidewalks, parking, crosswalk markings, signage, railroad crossings, and public buildings as they relate to accessibility and ADA compliance.

All 11 curb ramps in Cicero were found to be non-compliant, and recommendations were made for how they could be brought up to standard. Approximately 1.4 miles of sidewalks within the town were found to be non-compliant, and there was a need for another 1,002 feet of linear sidewalks to provide adequate connectivity. Locations where new on-street accessible parking spaces are needed were noted. Public buildings were also found to have some areas of non-compliance within their facilities and entrance designs.

The plan estimates that in order to bring this infrastructure and these public facilities up to standard, it will cost \$528,500. The plan states that the Town will work on these ADA compliance projects over the next 20 years to address these non-compliance issues.

2015 CICERO AND JACKSON TOWNSHIP COMPREHENSIVE PLAN

This plan was prepared in partnership with the Town of Cicero, Jackson Township, and and KK Gerhart-Fritz of The Planning Workshop. The Comprehensive Plan takes a complete look at the entire study area. It recommends different topics such as floodplain management, roads and infrastructure, community amenities, etc. The plan also establishes goals that the town and township should strive for; these goals are sorted into the following topics:

- Government services and amenities
- Public works and transportation
- Parks and recreation
- Culture, tourism, and entertainment
- Community character
- Economic development
- Community Health

The future land use map identifies areas around the reservoir for further development of single-family residential subdivisions and areas along the US-31 corridor for heavy commercial and light industrial uses. There is also space designated south of downtown along SR-19 for new commercial and recreational spaces.

The plan discusses United States Bicycle Route 35, an 865-mile national bicycle route that passes through Cicero along SR-19. The route crosses state boundaries with 381 miles of the route within Indiana, providing access to several Indiana communities and utilizing portions of the Monon Greenway and Indianapolis Cultural Trail.

The plan states that infill development should be preferred over greenfield development and that any greenfield development that does occur should be compact and have adequate public utilities. Infill development should be used to further activate the downtown area.

When considering implementing the strategies outlined in the plan, the plan recommends updating the zoning ordinance to actualize many of the concepts discussed.

2016 CICERO DOWNTOWN REVITALIZATION PLAN

This plan was prepared in partnership with the Cicero town officials, Our Town Cicero (Main Street Organization), and HWC Engineering. Our Town Cicero was recognized by the Office of Community and Rural Affairs (OCRA) as a Main Street Community in 2015 and is a key community organization that has been and will continue to be vital to the success of Downtown Cicero.

The downtown study area was defined as the historic downtown core, the Jackson Street corridor, the SR-19 corridor, and the adjacent waterfront. The downtown area consists mostly of recreational areas and small-scale retail, with ample parking. It was observed that residents desire sidewalk connectivity improvements throughout the downtown area. Street conditions were relatively good and did not need much improvement.

The plan saw development opportunities at the intersection of Jackson Street and the Nickel Plate Railroad for a community gathering space. The plan also identified several vacant parcels owned by the town that are prime for development. With Morse Reservoir so close by, the plan explores the idea of a stronger linkage between the two areas using a branding technique referring to the path as the “blue wave.” The plan also stresses the importance of regional context, stating that at the time the plan was written, less than 5,000 people lived in Cicero. However, over 225,000 people lived within a 12-mile radius of the town.

Key trends for the plan include:

- Incorporating street trees
- Providing a stronger connection to the reservoir
- Expansion of multi-use path/trails north and south
- Consolidating town offices into a building downtown
- Improvements to the Jackson Street and Main Street intersection
- Exploring opportunities to activate Vinegar Hill along the waterfront as a meaningful public space
- Expand programming with temporary community events in the downtown
- Develop an agribusiness hub at the NRG site
- Façade improvements on older buildings, preserving historic character
- Improvements to Red Bridge Park to allow public access to the reservoir and an expanded trail network
- Gateways for the downtown area to enhance placemaking efforts

The plan’s conclusion guides the prioritization of projects, with the first two projects being façade improvements and streetscape improvements. Aesthetic improvements are considered one of the first steps towards enhancing the downtown area.

2017-2021 HAMILTON COUNTY PARKS AND RECREATION 5-YEAR COMPREHENSIVE PLAN

This plan was written to guide the Hamilton County Parks and Recreation Department in developing new parks and improvements to existing parks for the 5-year time frame. The Hamilton County parks closest to Cicero include Rookery Preserve, White River Campground, Morse Park Beach, and the Bray Family Homestead.

Improvements are planned for all four parks in close proximity to Cicero. The improvements with the highest priority and most significance include:

- Additional parking, a new parking shelter, and restroom improvements at the Bray Family Homestead
- A new trail along the levee connecting Cicero and Noblesville, new shelters, and renovated bathrooms at Morse Beach
- Additional land acquisition at Rookery Preserve
- Renovations to the fishing pier and new signage at White River Campground

The most impactful of these improvements to Cicero and Jackson Township is the new trail along the levee at Morse Beach. This trail would provide a pedestrian/bike connection between Cicero and Noblesville.



COMPARISON CONTEXT

This report also reviewed demographic data for “comparison communities.” Comparison communities are those similar in population size to the Town of Cicero and Jackson Township or have similar characteristics, such as proximity to major cities, adjacent or through transportation, etc. The communities reviewed were Wayne Township, Brown Township, Town of Hamilton, and nearby Sheridan. In addition, the State of Indiana and Hamilton County were reviewed to examine potential similarities and differences between these townships of similar size and the state.

The purpose of including comparison communities in the existing conditions report is to provide a reference point for understanding Jackson’s characteristics, trends, and performance in relation to similar communities. Valuable insights can be gained by comparing Jackson Township to other communities that share certain similarities, such as population size or geographic proximity. Some key purposes for including these communities are listed as follows:

- Comparison communities serve as benchmarks against which Jackson Township can evaluate its performance and progress. By comparing various demographic, economic, and social indicators, it is now possible to review where Jackson Township can identify areas where it excels or falls behind compared to similar townships. This benchmarking process can inform decision-making and help set realistic goals for improvement.
- Later in the planning process, when strategies are developed, comparison communities can provide a helpful context on the relative success (or lack thereof) of activities, programs, and projects. Examining the outcomes of these actions can save Jackson time and resources.
- Similarly, understanding the challenges faced by similar communities can guide decision-makers in formulating policies and interventions to mitigate or avoid similar problems.
- Finally, comparison communities help place Jackson Township’s conditions and trends within a broader regional context.





DEMOGRAPHICS

Jackson Township's current conditions were analyzed to help guide the planning process and provide the necessary background information to develop project and policy recommendations. Topics considered in the analysis included community demographics, current market conditions, housing, and employment analysis. The data used in this analysis excludes the demographics from Arcadia and Atlanta.

Data used in this analysis was pulled primarily from the US Census Bureau via the following sources:

- American Community Survey, US Census

In addition to the decennial census, the US Census Bureau conducts dozens of other censuses and surveys, including the American Community Survey. The American Community Survey is an ongoing effort that gathers information from a community through a small sample rather than the extensive 10-year survey with which most people are familiar.

- ESRI Business Analyst

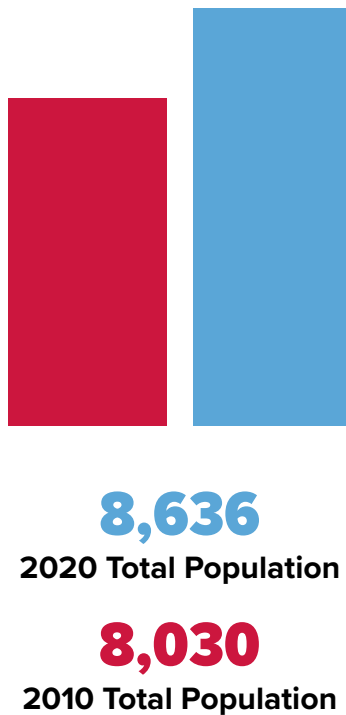
ESRI Business Analyst is a powerful tool for analyzing data within a specific geographic location. ESRI allows data to be observed at a very local level and compared with surrounding groups.

Data from the US 2010 and 2020 Census, American Community Surveys (ACS), and Bureau of Labor Statistics (BLS) were used.

POPULATION

Population trends and projections tell us how much development the area should expect over the next few years. Population data looks at how many people live within the incorporated boundaries of Cicero and Jackson Township. Cicero and Jackson Township's population has increased from 2010 to 2020. In 2010, Jackson Township's 2010 population was 8,030 residents. In 2020, the township's population was 8,636, an increase of 606 residents.

Figure 2: Cicero and Jackson Township – Total Population. Source: US Census/American Community Survey.

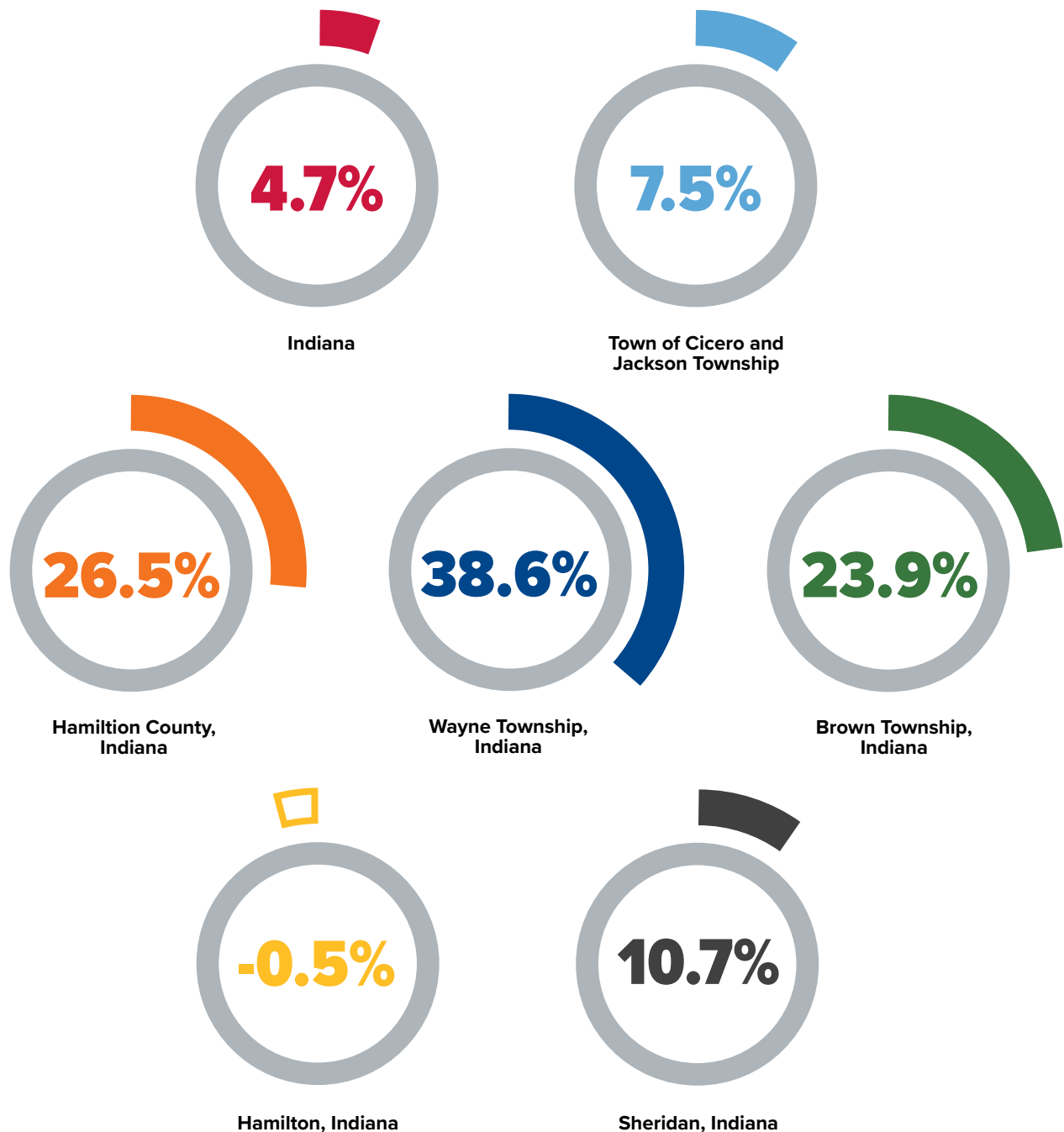


HISTORICAL CHANGE

Looking at the historical population change can create an understanding of prior development patterns. As mentioned, the Cicero and Jackson Township gained 606 residents from 2010 to 2020 (7.5 percent growth). For comparison, the State of Indiana's 2010 population was 6,483,802 residents. In 2020, the state population was 6,785,528 people. Indiana saw 4.7 percent growth in the same timeframe. By comparison, Wayne Township and Brown Township experience a larger population change, as evident below.

Wayne Township's 2010 population was 7,888 residents, experiencing a population change increase of 38.6 percent. Brown Township experienced a 23.9 percent change in population. Hamilton experienced a population decline of -0.5 percent. Sheridan experienced a higher population percent change than Cicero and Jackson Township, at 10.7 percent.

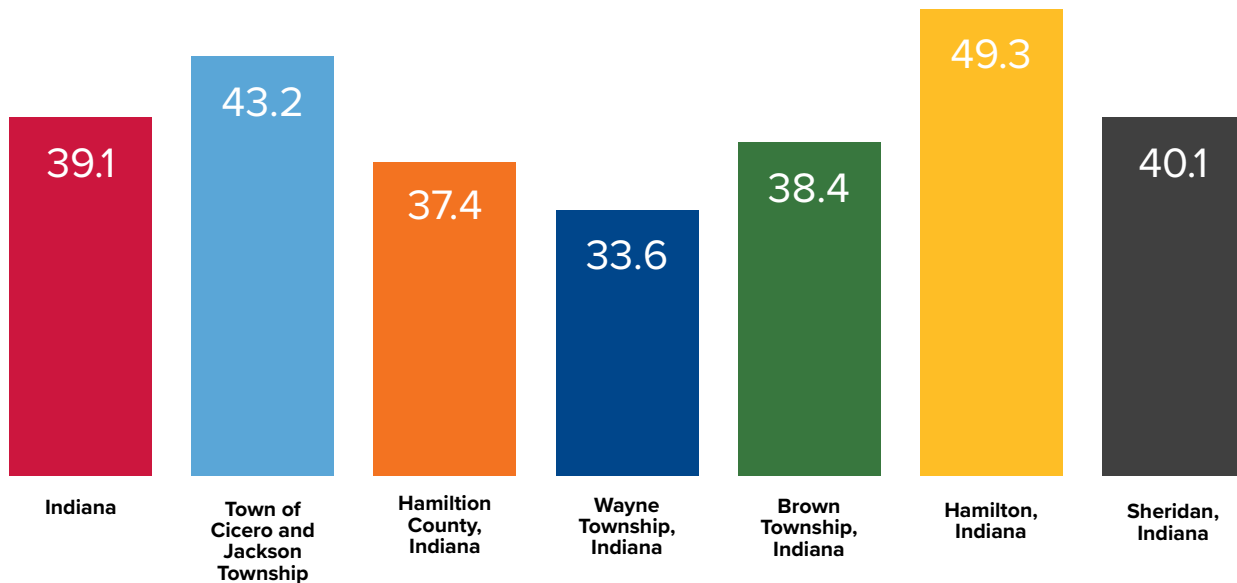
Figure 3: Cicero and Jackson Township – 2010 to 2020 Population Percentage Change. Source: US Census/American Community Survey.



MEDIAN AGE

The median age of the citizens of the Town of Cicero and Jackson Township was 43.2 in 2020. This median age increased from 40.8 in 2010. When comparing median ages to the State of Indiana, Wayne Township, and Hamilton County, the study area's median age was older than those of these locations. Compared to similar towns, such as Hamilton and Sheridan, Cicero's and Jackson Township's median age was younger than those in these locations. The study area's median age has increased over time, and there is a notable concentration of residents in older age cohorts. These findings emphasize the importance of planning for the specific needs of an older demographic in the study area's future development and improvement initiatives. These findings also indicate the critical need for the community to develop in a manner that reflects the demands and lifestyle preferences of younger generations to ensure long-term population stability.

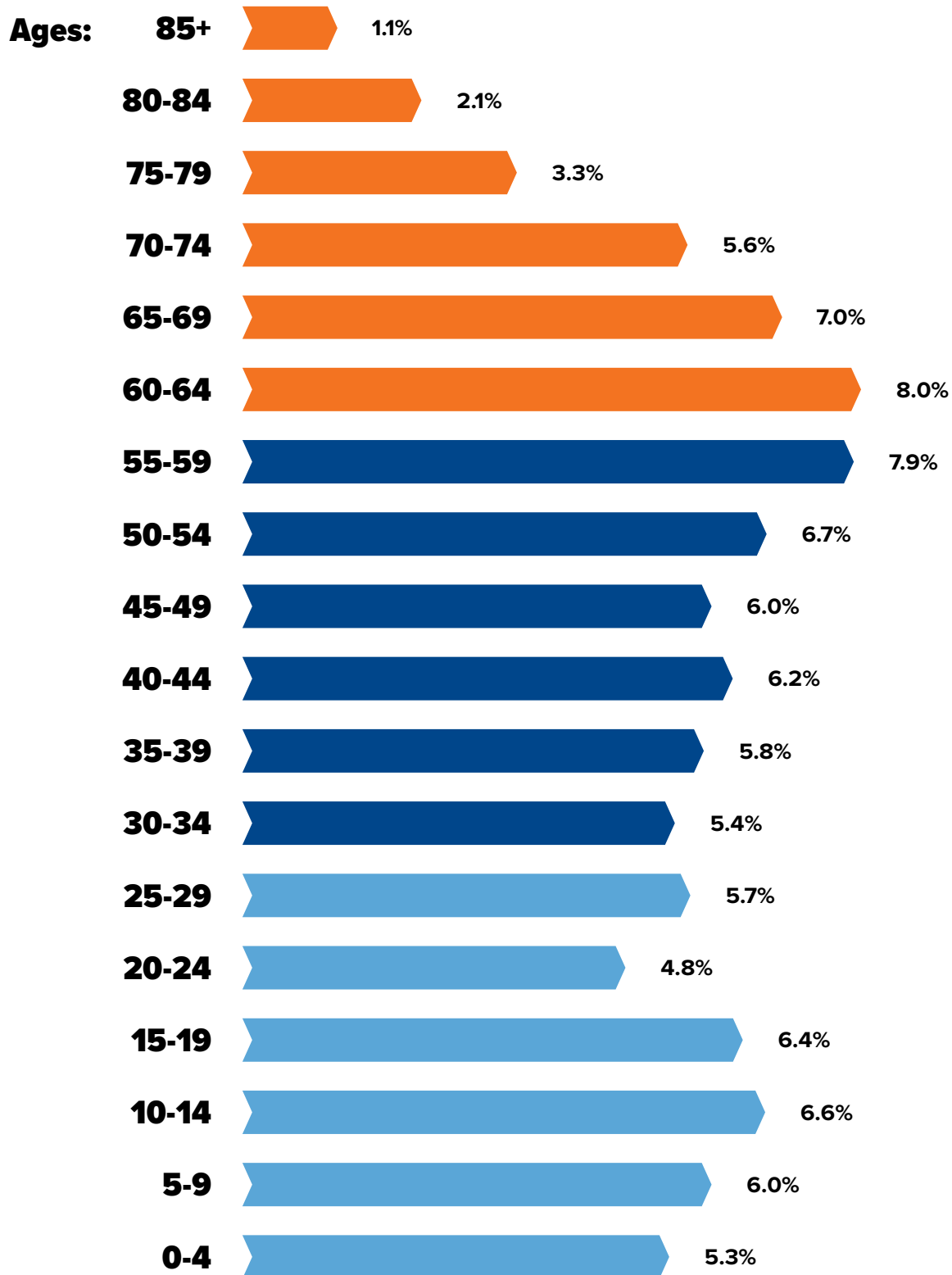
Figure 4: Cicero and Jackson Township – 2020 Median Age Comparisons.
Source: US Census/American Community Survey.



AGE DISTRIBUTION

In 2023, Cicero and Jackson Township residents had an even distribution when looking at age range cohorts. The most extensive percentage age range was ages 60-64 at 8.0 percent and 55-59 at 7.9 percent. 3,233, or 34.9 percent of residents were 29 or younger, and 6,056, or 65.1 percent were 30 or older.

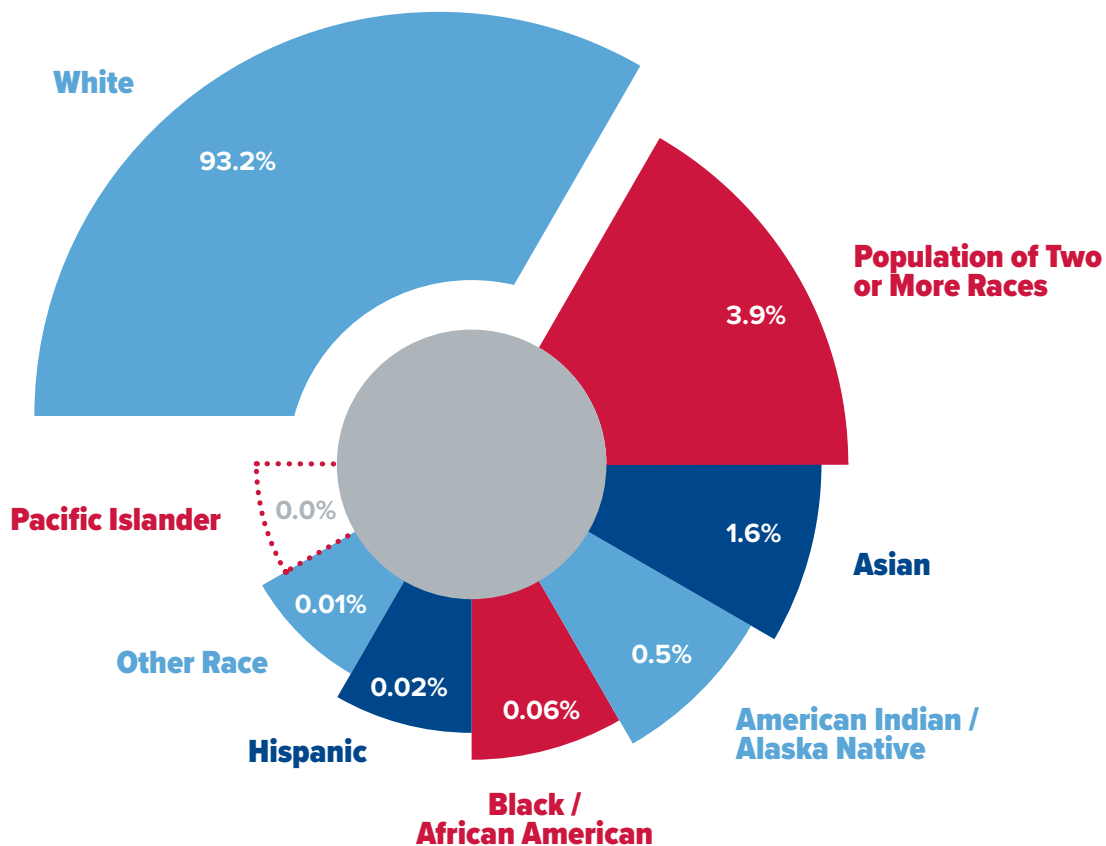
Figure 5: Town of Cicero and Jackson Township – 2023 Population Age Range Distributions. Source: US Census/American Community Survey.



RACE AND ETHNICITY COMPARISONS

In 2020, the population of Cicero and Jackson Township was reported as 93.2 percent White. In contrast, in 2010, it was 96.8 percent White. The next largest category is 4.3 percent of residents who identified with more than one race. In 2020, Indiana's population was 77.2 percent White, and Hamilton County's was 80.3 percent. The lower diversity index score in the Town and Jackson Township in 2020 demonstrates a slightly lower diversity rating compared to Indiana and Hamilton County.

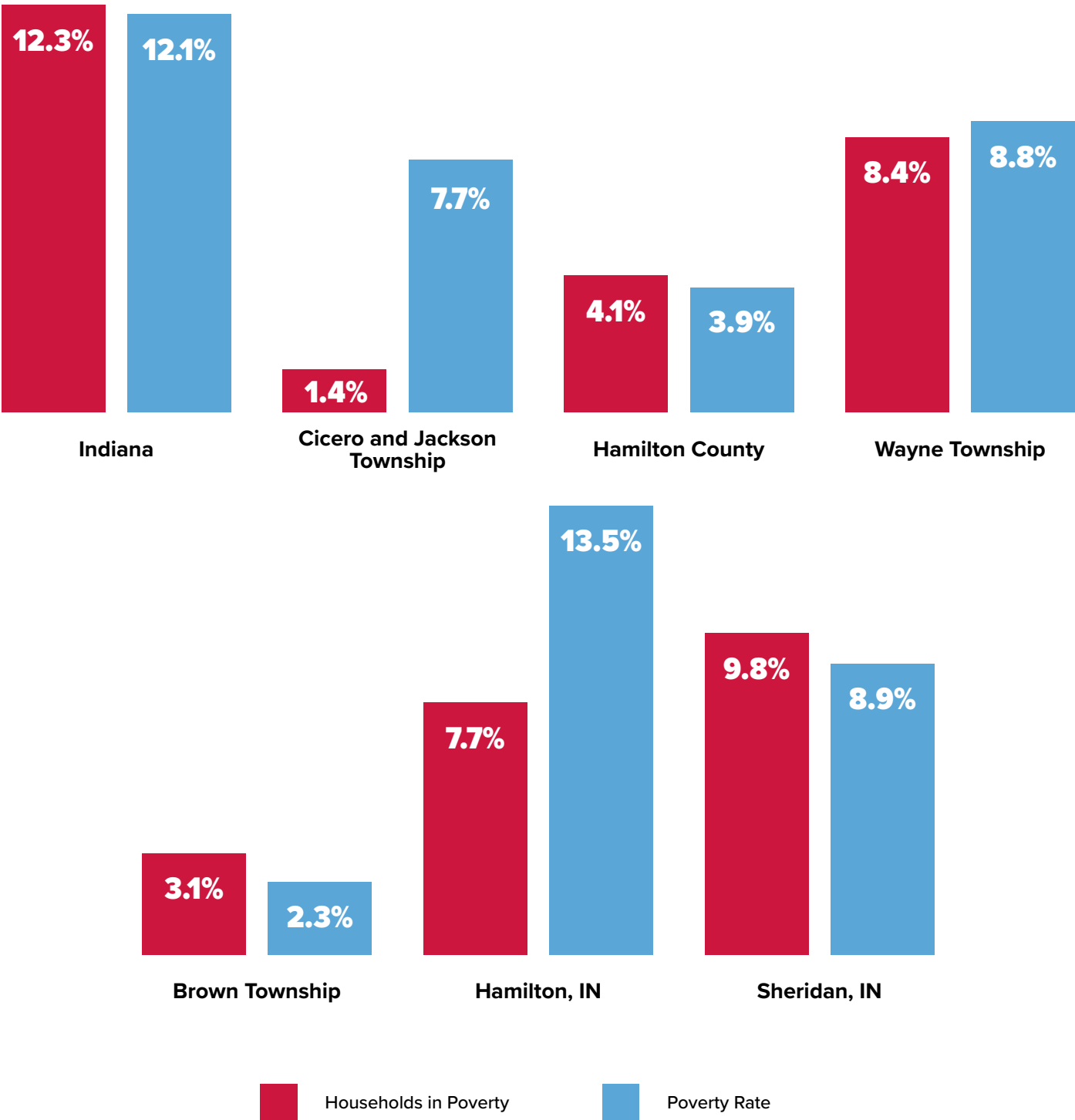
Figure 6: Cicero and Jackson Township – 2020 Race and Ethnicity Profile. Source: US Census/American Community Survey.



POVERTY

Comparing the data findings from the 2020 Census, the common factor was the percentage of people below the poverty line. As indicated below, the study area has a lower poverty level than the State of Indiana, with 7.7 percent of households in poverty and 1.4 percent at the poverty line. Cicero and Jackson Township have a slightly lower poverty level than Wayne Township. As illustrated in Figure 7: Cicero/Jackson Township – 2020 Poverty Rates. Source: US Census/American Community Survey., other comparison towns have a higher poverty rate than Cicero and Jackson Township.

Figure 7: Cicero/Jackson Township – 2020 Poverty Rates. Source: US Census/American Community Survey.





HOUSING

HOUSEHOLDS

A household comprises everyone residing in a housing unit, including family members and unrelated roommates. According to the US Census Date, the number of households in Cicero and Jackson Township was 3,092 in 2010. That is a 10.2 percent or 316 unit increase since 2010, totaling 3,408 households in 2020. The number of households also increased as the population of Cicero and Jackson Township increased in that period. Hamilton County saw a 28.7 percent increase in households at the same time. The change was evident in the Cicero and Jackson Township, resulting in 3,684 households in 2020, with an average of 2.5 people per household.

Figure 8: Town of Cicero and Jackson Township – Total Household Numbers. Source: US Census/American Community Survey.



3,408

2020 Total Households

3,092

2010 Total Households

HOUSING TYPE

SINGLE-FAMILY DETACHED UNITS

Single-family detached housing units are homes for one family, not attached to any other home, on one lot. That type of housing accounted for 79.2 percent or 2,853 of all housing units in Cicero / Jackson Township in 2021.

SINGLE-FAMILY ATTACHED UNITS

Single-family attached housing units are for one family and attached to another home with individual entries on one lot. That housing type accounted for 1.2 percent or 44 of all housing units in the Town and the Township in 2021.

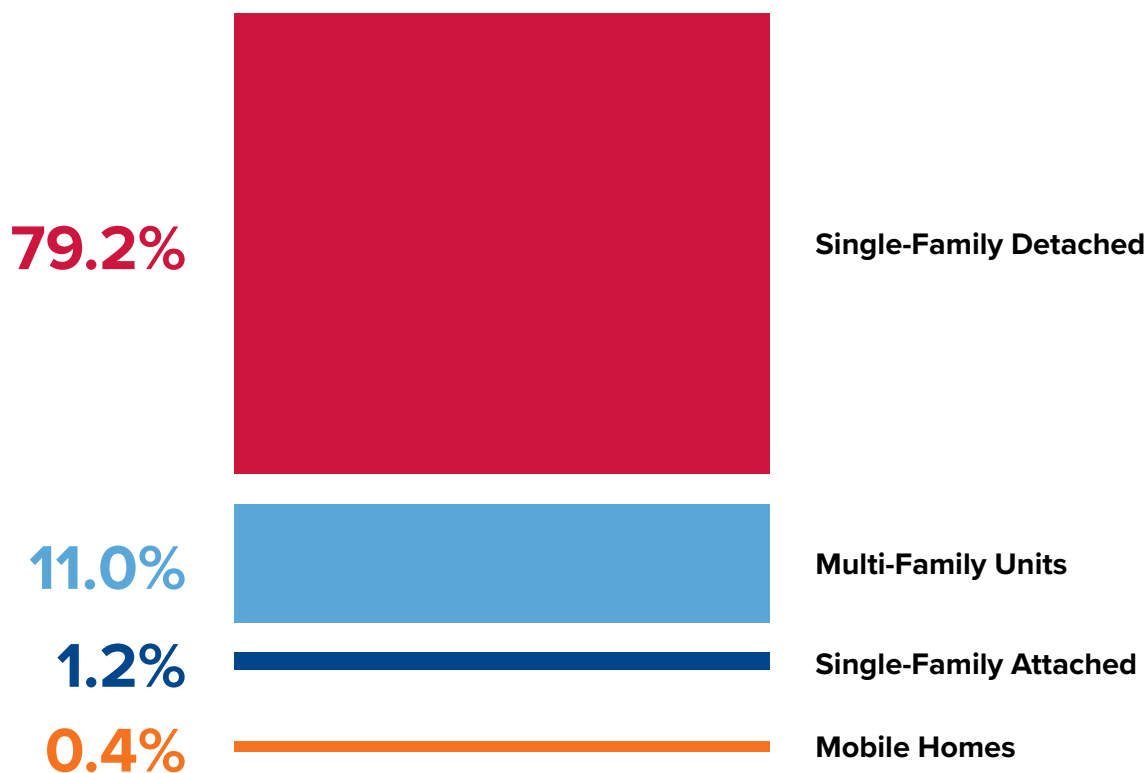
MULTI-FAMILY UNITS

Multi-family housing is where multiple units are contained within the same structure, connected side-by-side, or stacked vertically. Examples of multi-family housing include but are limited to duplexes, townhomes, cottage homes, condominiums, and apartment complexes. That housing type accounted for 11.0 percent or 395 units of all housing in 2021.

MOBILE HOMES

Mobile homes are also located in the township. A mobile manufactured home is a single-family house constructed entirely in a controlled factory environment, built to the federal Manufactured Home Construction and Safety Standards known as the “HUD code.”¹ That housing type accounted for 0.4 percent or 14 units of all housing in Cicero and Jackson Township in 2021.

Figure 9: Town of Cicero and Jackson Township – 2021 Percentage of Housing Types. Source: US Census/American Community Survey.

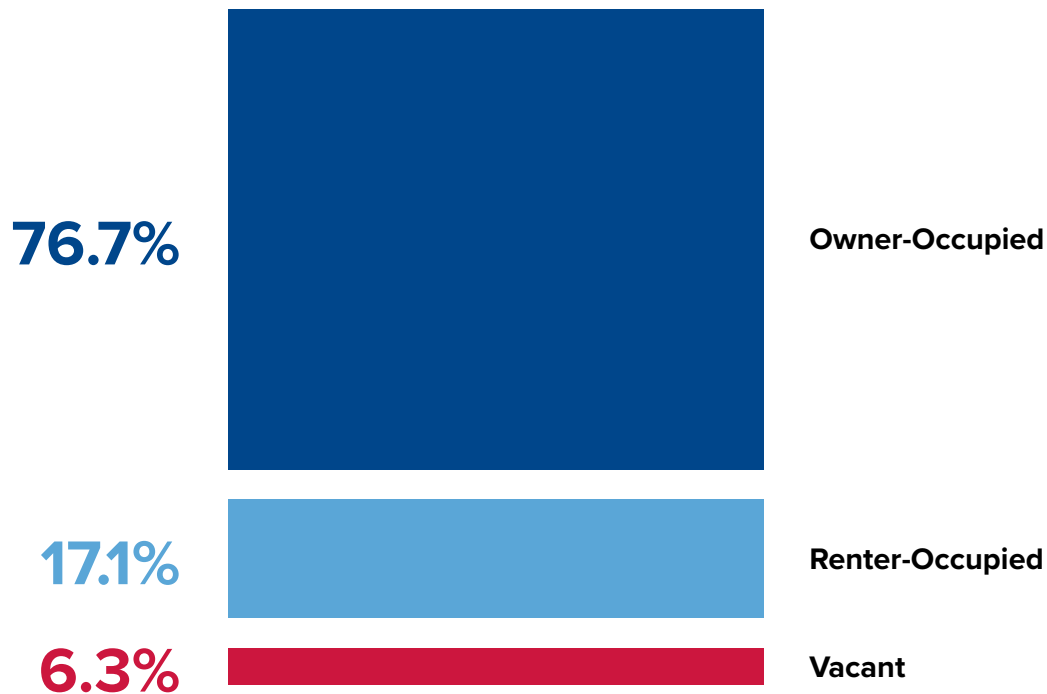


1 Source: [What Exactly is a Mobile Manufactured Home?](#)

OCCUPANCY

Occupancy describes the residents of a housing unit or whether the person or family living in the unit is an owner or renter. In Jackson Township/ in 2020, most homes were owner-occupied, at 76.7 percent. That is a higher ownership rate than the State of Indiana, which is 62.4 percent. Renter-occupied homes comprise 17.1 percent of the total homes in the Town of Cicero and Jackson Township. A housing vacancy describes the number of livable housing units in which no one resides. Housing units could be vacant due to the unit being rented or sold but no occupants yet or seasonal use, among others. The vacancy rate for the study area is 6.3 percent, lower than the Indiana vacancy rate of 8.7 percent.

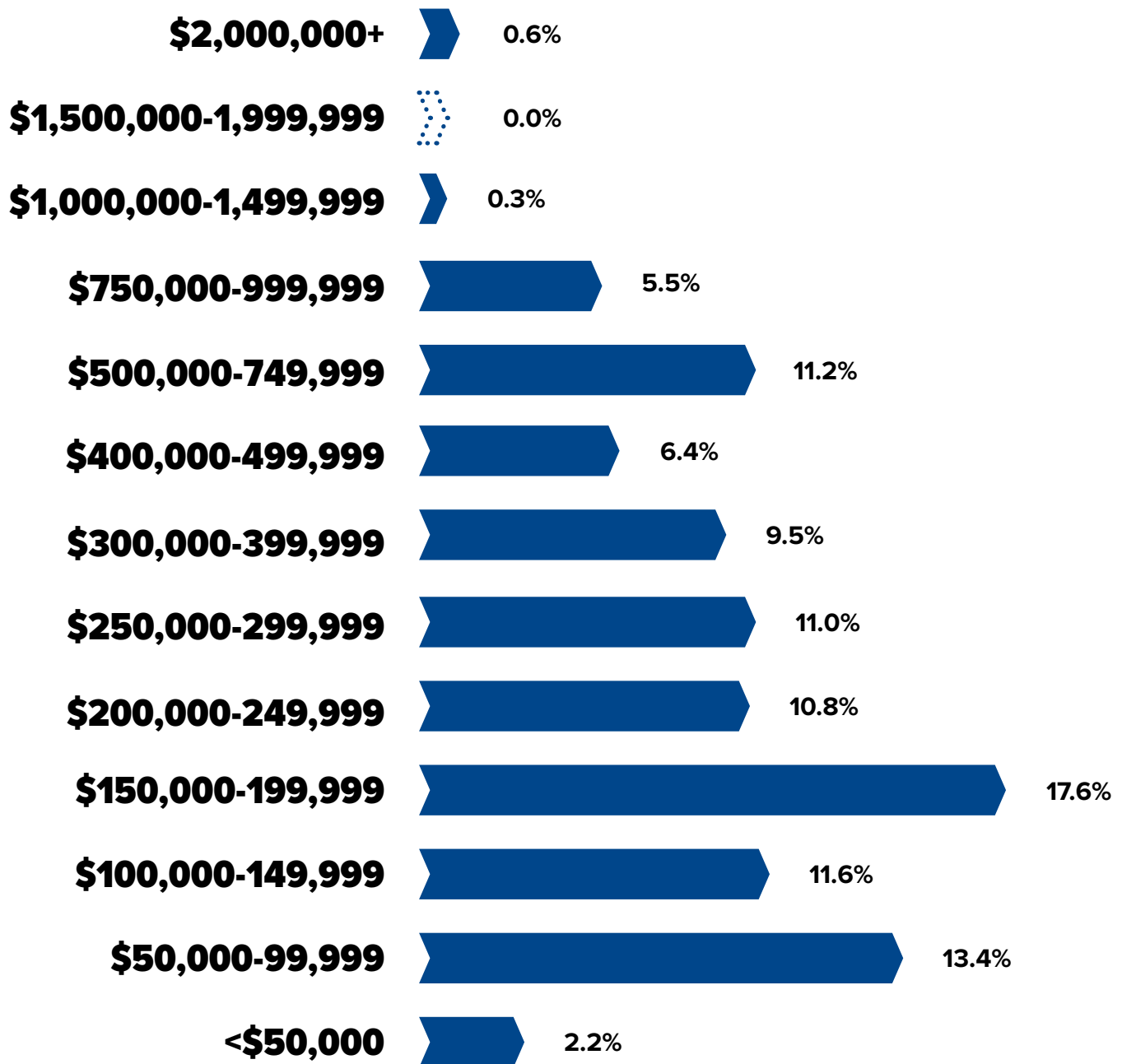
Figure 10: Town of Cicero and Jackson Township – Housing Occupancy.
Source: US Census/American Community Survey.



HOME VALUE

17.6 percent of the Town and Township home values were in the \$150,000-\$199,999 bracket. 66.6 percent of home values were listed at \$250,000 or below this price range. Only 6.4 percent of homes were valued at \$750,000 or greater.

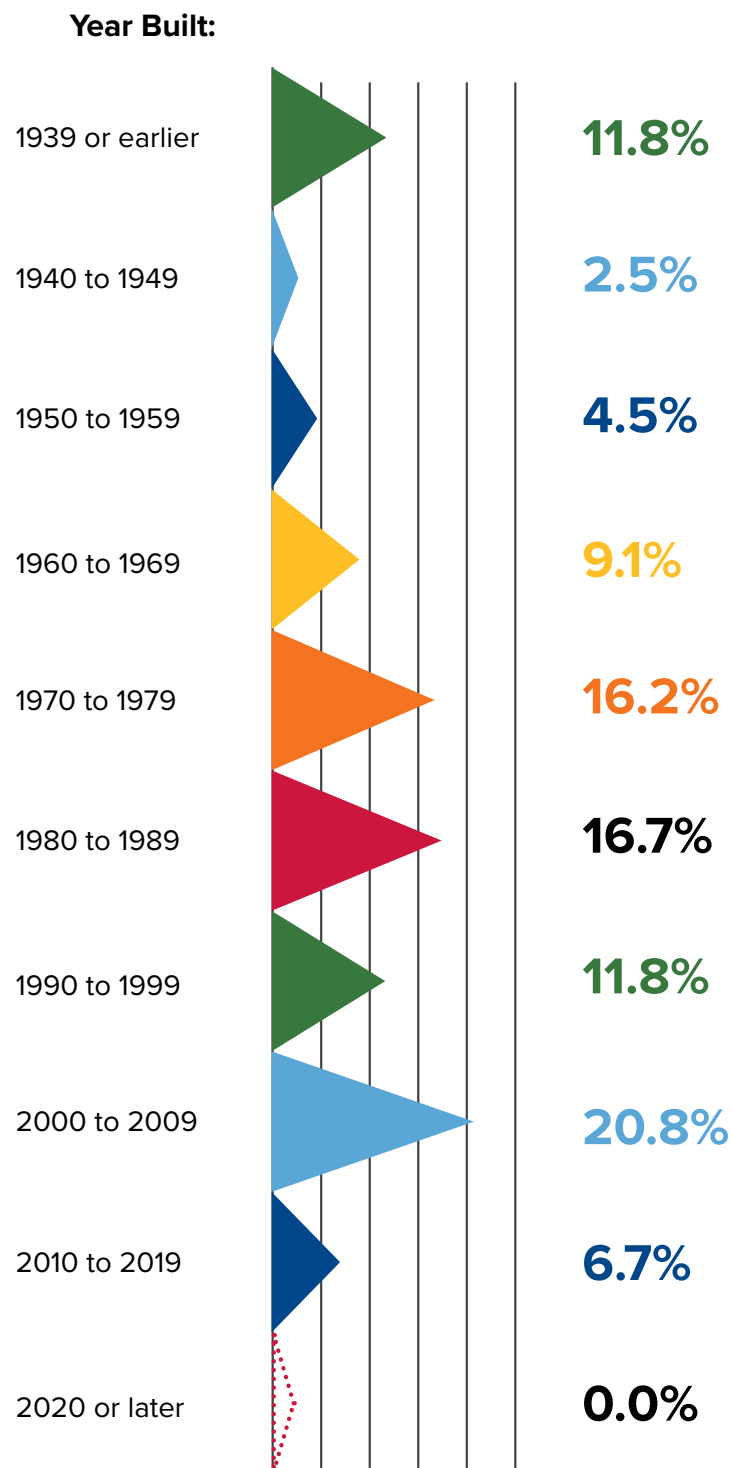
Figure 11: Town of Cicero and Jackson Township – 2020 Home Value.
Source: US Census/American Community Survey.



AGE OF HOUSING UNITS

Looking at the age of housing units allows us to understand growth period surges. It can provide a look into the quality of homes in the area. As demonstrated above, the housing stock built before 2000 consists of 72.6 percent of the total housing stock. The new housing stock from 2000 to the present day indicates 27.5 percent of home inventory.

Figure 12: Town of Cicero and Jackson Township – Age of Housing Stock.
Source: US Census/American Community Survey.







EMPLOYMENT

Employment examines the total number of employees, what type of businesses those employees work in, and the total sales, in dollars, those businesses are making. The subject data is organized using the North American Industry Classification System (NAICS) categories by geography. The US Census on the Map service releases data yearly, allowing users to determine specific study area boundaries. That is the official data source used to gather and analyze this information. For this report, 2023 data was used.

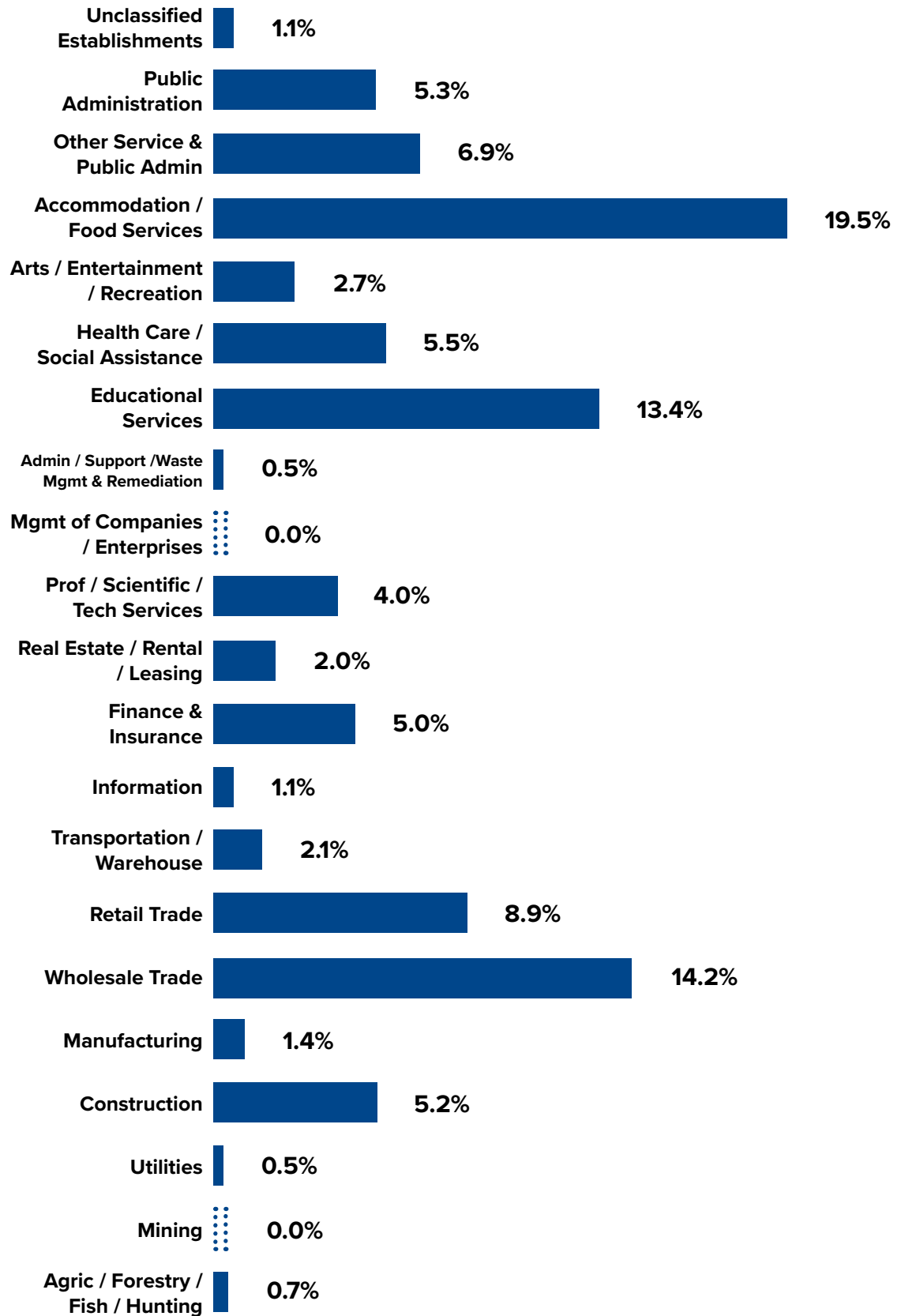
INDUSTRY

According to the NAICS database, the employment of residents in the workforce is varied but concentrated in several major employment sectors. As of the 2023 US Census data, Cicero/Jackson Township workers were heavily concentrated in Accommodation/Food Services, Wholesale Trade, and Educational Services.

As depicted by the table below, Cicero/Jackson Township's top employment sectors were Accommodation/Food Service at 19.5 percent, Wholesale Trade at 14.2 percent, and Educational Services at 13.4 percent. The industry with the lowest percentage was Utilities, Admin/Support/Waste Management & Remediation, with 0.5 percent.

Figure 13: Town of Cicero and Jackson Township – 2023 NAICS Employed Population 16+ by industry. Source: US Census/American Community Survey.

INDUSTRY



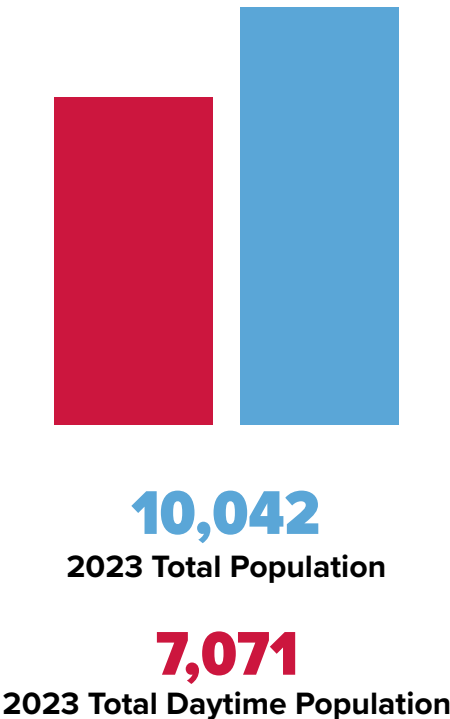
UNEMPLOYMENT

The unemployment rate is the percentage of the labor force that is unemployed. The unemployment rate in Cicero/Jackson Township was 1.3 percent in 2023, lower than the State of Indiana at 3.6 percent.

DAYTIME POPULATION

The daytime population accounts for workers, commuters, and others who spend time in the area during the day. Existing residents only account for a portion of the existing retail market. Local employees and students commuting in represent the daytime population, who also account for the current retail market. While not residents, these individuals represent groups or individuals regularly spending much time within the Township, representing a solid interest in thriving businesses, shopping, and community. According to 2023 population data, the daytime population of the Township is about 7,071 people. The Township’s daytime population declines relative to the total population. That decreased population indicates that people travel outside cities during the day to work, study, shop, etc.

Figure 14: Town of Cicero and Jackson Township – Total Township Population vs. Daytime Population. Source: US Census/American Community Survey.

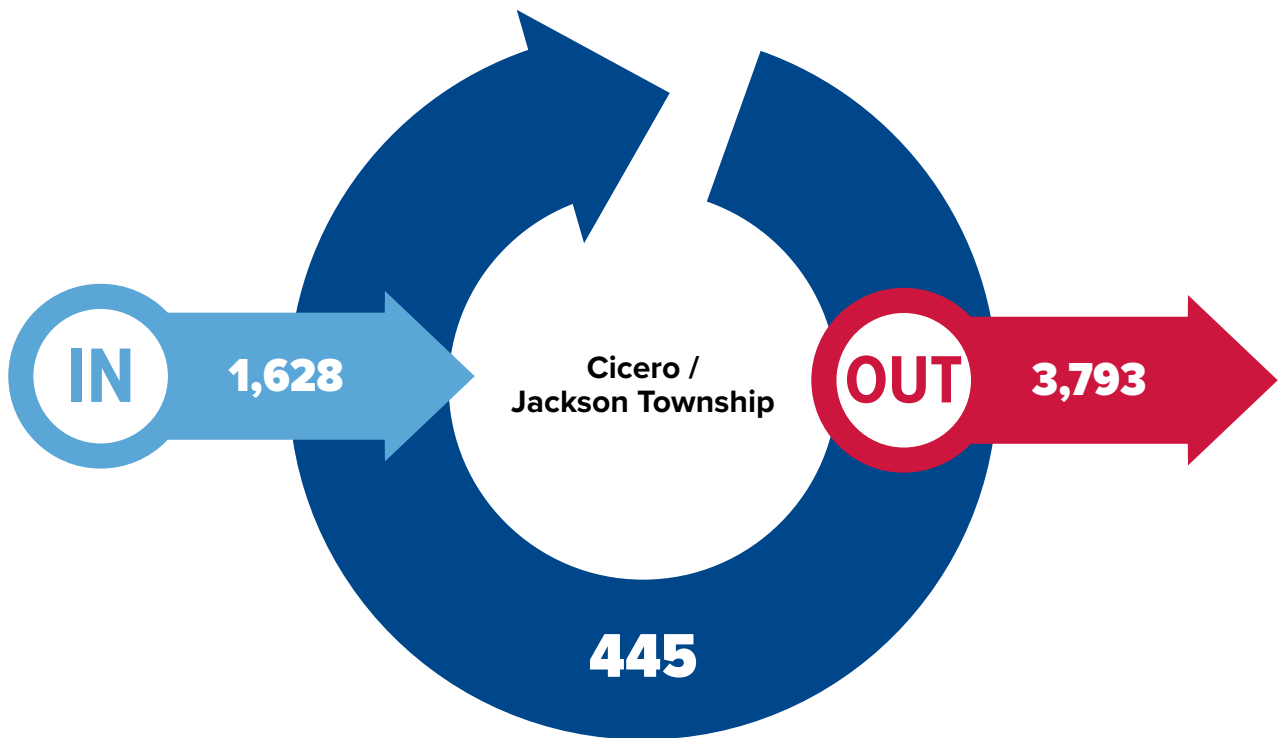


COMMUTER BEHAVIOR

Commuter behavior describes the number of persons traveling into, out of, or staying within the township from home to work. That data is from the Census OnTheMap service. The service is a mapping and reporting tool that shows the relationship between where workers live and work.² At this report's writing, 2021 data was the most recent year available.

Of the residents who live in Cicero/Jackson Township, 3,793 people, or 89.5 percent, live in the township but are employed outside the township. Of those who work in the township, 1,628 employees live outside the township—the job inflow and outflow resulted in a net loss of about 2,165 people during the workday. The number of people living and working in the Town and Township was 445 employees.

Figure 15: Town of Cicero and Jackson Township – Inflow and Outflow Analysis. Source: US Census/American Community Survey.



² Source: US Census Bureau: OnTheMap.

WHAT DOES THIS SECTION TELL US?

Between 2010 and 2020, the population of Cicero and Jackson Township experienced a growth of 606 residents, representing a 7.5 percent increase. While this growth is notable, it falls slightly above the statewide trend, with Indiana observing a 4.7 percent increase in the same timeframe. The aging population is another significant trend, with the median age increasing from 40.8 in 2010 to 43.2 in 2020. While Cicero and Jackson Township's median age remains older than that of the State of Indiana, Wayne Township, and Hamilton County, it is comparatively younger than similar towns like Hamilton and Sheridan. This aging demographic highlights the importance of planning to address the specific needs of older residents in future development initiatives.

Additionally, the data revealed that 7.7 percent of households in the study area are below the poverty line, with 1.4 percent at the poverty line. Comparatively, neighboring towns like Hamilton and Sheridan reflected higher poverty rates. These findings underscore the importance of continued efforts to support economic stability and alleviate poverty within the community, ensuring inclusive growth and prosperity for all residents.

As of 2023, the top employment sectors in Cicero and Jackson Township include Accommodation/Food Services, Wholesale Trade, and Educational Services. Despite these thriving sectors, there's a notable imbalance between residents and job opportunities within the township, resulting in a net loss of approximately 2,165 individuals during the workday. Additionally, housing dynamics reveal a predominantly owner-occupied housing market with a low vacancy rate, indicating stability and demand within the local housing sector. These findings underscore the importance of fostering economic diversity, improving job accessibility, and addressing housing affordability concerns to support sustainable growth and development in Cicero and Jackson Township.





ECONOMY AND MARKET

RETAIL GAP ANALYSIS

A retail gap analysis was conducted for all three focus areas Figure 16, illustrates the primary and extended driving times depicted in trade areas for each of the three focus areas identified in the township. A retail gap analysis demonstrates current sales and revenue generated locally and how much money “should” be spent based on the local population’s disposable income.

A retail gap analysis helps to:

- Uncover unmet demand and possible opportunities.
- Understand the strengths and weaknesses of the local market area; and,
- Measure the difference between actual and potential retail sales.

“Leakage” and “surplus” are the two categories used in a retail gap analysis.

- Leakage in a local market means that people living in a trade area are spending money outside of that trade area. That indicates that additional disposable income could be captured in the trade area but is being lost or “leaking” to competing shopping districts.
- A surplus in a local market means more money is being invested in developing local businesses and specialty niches than the trade area’s population “should be” spending. A surplus can have multiple meanings:
 - A saturation of the number of businesses that exist in the trade area without enough disposable income to support them all;
 - The trade area is increasing in various retail businesses and services from additional shoppers beyond the residents’ spending power.

MARKETS

RETAIL AND OFFICE MARKET

TRADE AREAS

An analysis of the population trends of the towns of Cicero and Jackson Township and commuter patterns, daytime population, and stakeholder discussions revealed two distinct trade areas. The two trade areas identified were:

Primary Trade Area: The primary trade area captured residents and employees who work and likely shop at local businesses multiple times per week.

Secondary Trade Area: The extended trade area was defined as a 20-minute drive from Cicero's downtown and captured potential shoppers who may frequent Westfield or Noblesville's businesses multiple times during the month.

Primary Trade Area

Table 1 shows the reported gap analysis for each significant retail category in the town and township limits, primary, and extended trade areas. Surpluses are shown in red. The primary trade area had a total leakage of \$140,567,238 for all retail trade categories, including food and drink. The only reported surplus was \$39,612,877 in motor vehicle and parts dealers. Motor vehicle and parts dealers revealed an abundance in the primary and extended trade areas, with the highest in the extended trade area. The large surplus in motor vehicle and parts dealers suggests that people travel to the primary and extended trade areas to shop at automobile dealers, parts, accessories, and tire stores. However, leakages were reported in all other retail categories within the primary trade area, the largest leakages being in health and personal care (\$25,535,040), gasoline stations (\$24,728,881), food services and drinking places (\$18,778,176), and clothing and clothing accessories stores (\$15,353,572).

Extended Trade Area

The extended trade area captured spending 20 minutes from the Town of Cicero. The total extended trade area revealed a surplus of \$57,158,583. Again, the largest surplus in the extended trade area was in motor vehicle and parts dealers, as multiple auto repairs and auto dealers are located along US-31, US-32, and State Road 19. Other surpluses in this trade area include food and beverage stores (grocery stores and specialty food stores) (\$66,433,031), furniture and home furnishings stores (\$22,702,873), full-service restaurants (\$8,115,388), sporting goods, hobby, musical instruments, and bookstores (\$3,417,593), and electronics and appliance stores (\$2,544,306).

The largest leakages in the extended trade area were reported in health and personal care stores (\$57,231,177), gasoline stations (\$66,106,090), clothing and clothing accessories stores (\$45,448,169), and general merchandise stores (\$35,473,372). In both trade areas, people travel elsewhere to buy goods and services in these categories, and there are others with reported leakages.

Figure 16: Cicero and Jackson Township – Primary and Extended Trade Areas..

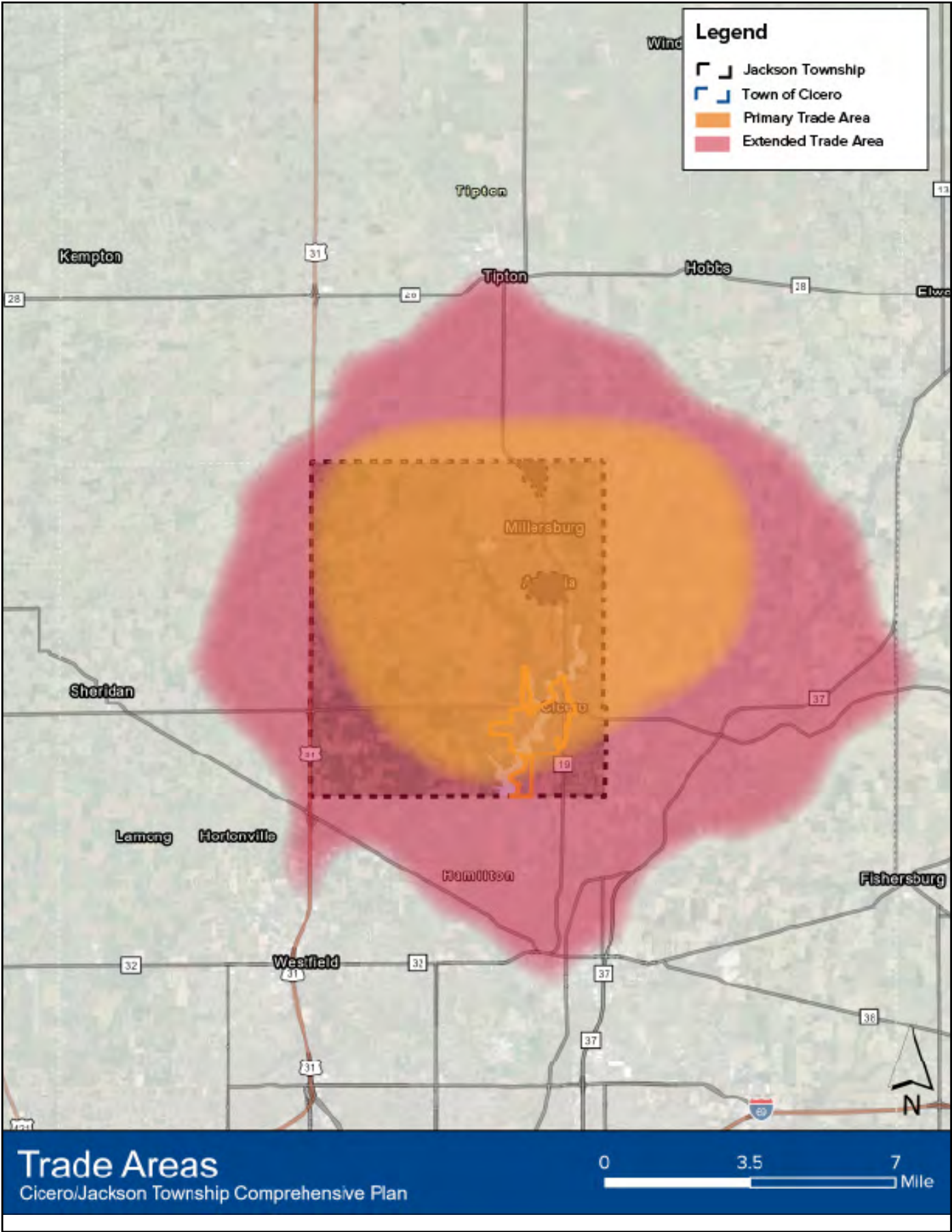


Table 1: Comparative Retail Gap Analysis of Cicero/Jackson Township and Trade Areas.
Source: Retail Market Power Opportunity Gap by Retail Store Types 2024; Claritas.

Opportunity Gap/Surplus	Primary Trade Area (in \$\$)	Extended Trade Area (20 - minute drive) (in \$\$)
Total retail trade including food and drink	140,567,238	57,158,583
Motor vehicle and parts dealers	39,612,877	443,006,992
Furniture and home furnishings stores	2,019,250	22,702,873
Electronics and appliance stores	4,588,078	2,544,306
Building materials and garden equipment and supplies dealers	12,163,989	1,194,925
Food and beverage stores	2,090,008	66,433,031
Health and personal care stores	25,535,040	57,231,177
Gasoline stations	24,728,881	66,106,090
Clothing and clothing accessories stores	15,353,572	45,448,169
Sporting goods, hobby, musical instruments, and bookstores	1,154,459	3,417,593
General merchandise stores	13,677,783	35,473,372
Miscellaneous store retailers	5,357,990	11,814,849
Food services and drinking places (alcoholic beverages)	18,778,176	23,383,325
Special food services	2,477,832	2,419,255
Drinking places (alcoholic beverages)	1,638,881	4,209,560
Restaurants and other eating places	14,661,463	16,754,511
Full-service restaurants	2,531,256	8,115,388
Limited-service restaurants	9,127,848	19,065,430
Cafeterias, grill buffets, and buffets	454,118	517,308
Snack and non-alcoholic beverage bars	2,548,241	5,287,161
Surpluses are shown in red. Leakages are shown in black.		

WHAT DOES THIS ANALYSIS TELL US?

The analysis identified two main trade areas: the Primary Trade Area, encompassing residents and local employees within a 5-minute drive from Cicero's downtown, and the Secondary Trade Area, extending to a 20-minute drive, capturing potential shoppers from neighboring towns like Westfield or Noblesville. The Primary Trade Area exhibited a significant leakage of \$140,567,238 across retail categories, with only motor vehicle and parts dealers showing a surplus. Meanwhile, the Extended Trade Area showed a surplus of \$57,158,583, primarily in motor vehicle and parts dealers, food and beverage stores, and furniture/home furnishings stores.

The analysis indicated that consumers travel outside the Primary Trade Area, particularly for health and personal care, gasoline, food services, clothing, and general merchandise. However, they are spending locally on motor vehicles and parts. There are opportunities for retail growth in both trade areas, especially in addressing the significant leakages observed in various categories within the Primary Trade Area. Understanding consumer behavior and preferences is crucial for developing local strategies to attract and retain shoppers. The analysis provides valuable insights into consumer behavior and retail dynamics within Cicero and Jackson Township, highlighting areas for improvement and growth in the local retail sector.

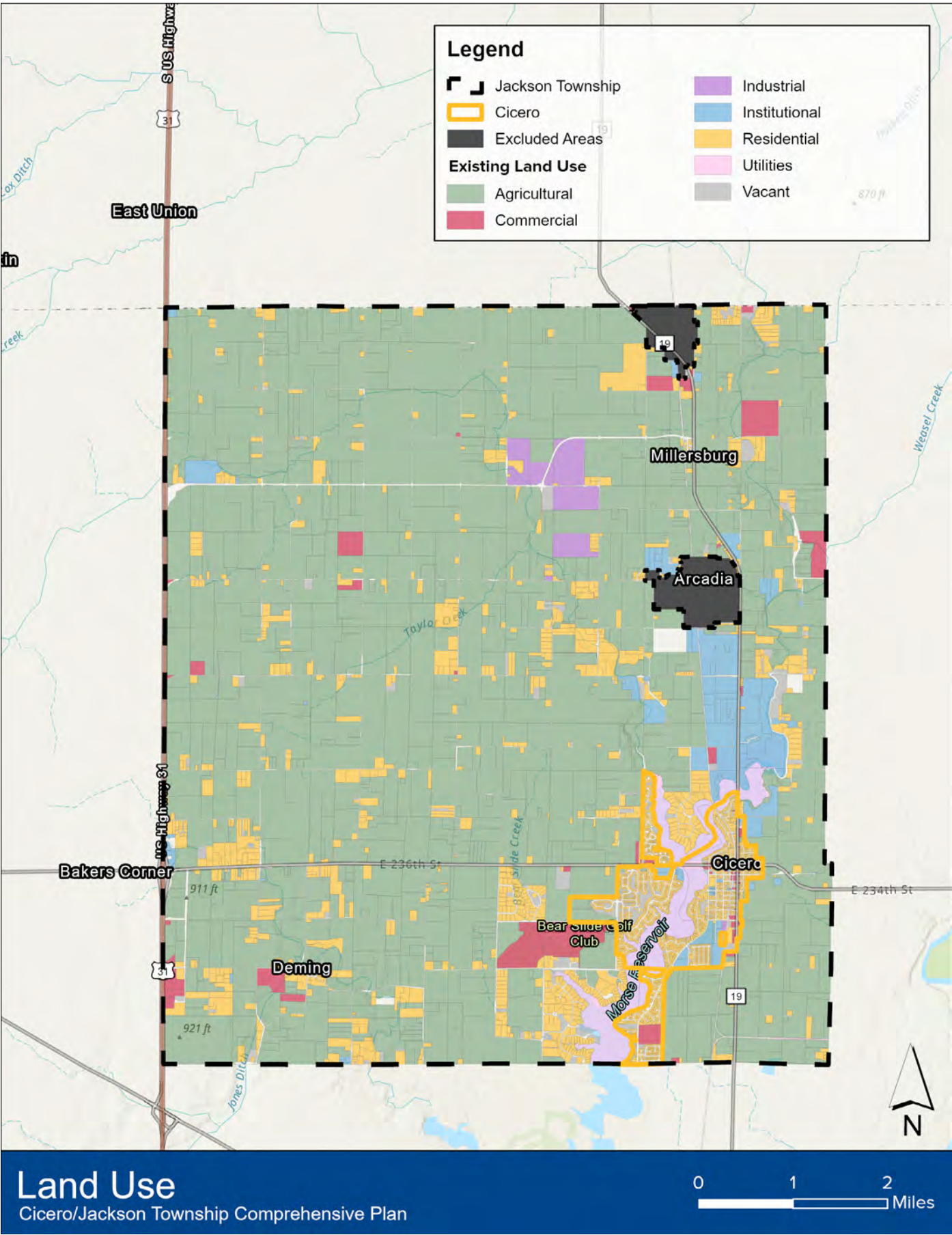
TOURISM MARKET

The Town of Cicero / Jackson Township area is a desirable travel destination located in northern Hamilton County. The Town of Cicero attracts large numbers of seasonal travelers and tourists due to the natural rural and water amenities and established commercial amenities surrounding Morse Reservoir. Travelers may visit the Town of Cicero's established waterfront parks and downtown shops and enjoy waterfront restaurants for the day. However, extending a stay beyond a day trip requires the rental of a residence or reservations at a nearby hotel in surrounding cities and towns.

Currently, the Town of Cicero has limited overnight stay options, which may be reviewed during the Comprehensive Plan process to identify if potential targeted hospitality areas have supportive populations and are appropriate for the area.



Figure 17: Cicero and Jackson Township – Existing Land Use.



LAND USE AND DEVELOPMENT

Zoning and land use are two tools that local municipalities use to regulate the use of property. These tools encourage a thoughtful approach to an orderly built environment by reducing conflicts between uses. When disputes between uses are not well-managed, they can affect land value, productivity, health, and public welfare.

EXISTING LAND USE AND DEVELOPMENT

Land use planning involves considering how land should be utilized to achieve community goals and address long-term needs. This process often involves comprehensive land use plans, which outline future development patterns, transportation networks, infrastructure investments, and environmental conservation strategies. Through land use planning, municipalities can anticipate growth, preserve natural resources, and foster sustainable development practices. Development and land occupation occur around population centers like the Town of Cicero.

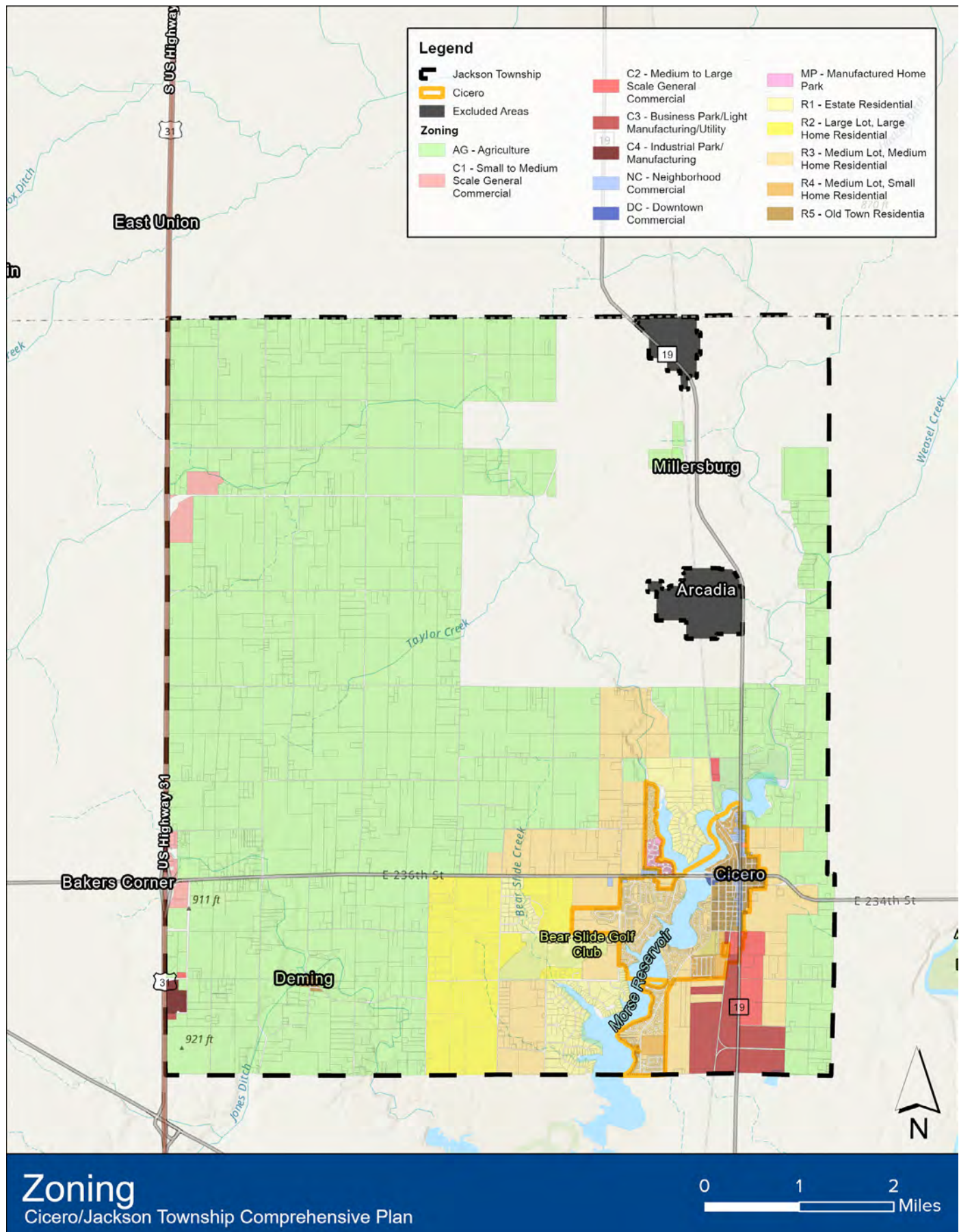
DENSITY

Over 75 percent of the land within Jackson Township is classified as agricultural land use. The land use map was created by taking the property tax code for each parcel and categorizing them by their primary use. Most of the residential area is single-dwelling, with several lakefront subdivisions within and around Cicero municipal boundaries. The reservoir is classified as a utility land use because the Indianapolis Water Company owns it.

Figure 18: Jackson Township – Existing Land Use Percentages.

Land Use Category	Acres	% of Total
Agricultural	26,956	78.94%
Commercial	712	2.09%
Industrial	350	1.03%
Institutional	1,082	3.17%
Residential	3,819	11.18%
Utilities	744	2.18%
Vacant	483	1.41%

Figure 18: Cicero and Jackson Township – Existing Zoning.*



ZONING AND POLICY

Zoning and land use regulations are crucial for shaping communities' physical and social built environment. They provide a framework for organizing and controlling development activities within a municipality. Zoning divides a municipality into zones or districts, each with permitted land uses, building regulations, and development standards. These regulations range from specifying the types of buildings allowed (residential, commercial, industrial) to dictating setbacks, height limits, and parking requirements. Note: no zoning is showed in areas around Arcadia and Millersburg.

ZONING DISTRICT BY ACREAGE

Zoning District	Acreage	Percentage (%)
AG	19,731	75.96
R1	997	3.84
R2	1,236	4.76
R3	2,774	10.68
R4	132	0.51
R5	128	0.49
C1	172	0.66
C2	188	0.72
C3	456	1.76
C4	41	0.16
NC	71	0.27
DC	10	0.04
MP	39	0.15
Total:	25,975	100

*The white area excludes Arcadia and Millersburg Jurisdiction.

CHARACTER CLASS DESCRIPTIONS

The following describes the primary character classes observed within the Town of Cicero and Jackson Township. Each character class occurs within multiple zoning districts. Each zoning district within a character class has been identified to help identify where potential overlapping zoning districts may be consolidated.

AGRICULTURAL

The agricultural character class includes farming activities and large-lot single-family residential development. Other permitted uses include churches, schools, parks, and public utilities. These classes are not usually served by either public water or sewer. Large, wide-open spaces and long distances between neighboring properties define the primary visual character of these areas. Buildings can range from one-story ranch homes to tall structures for storing food products and livestock. Two-lane rural roads usually serve homes with no storm sewer or drainage and ditch. This district is further intended to discourage high-density development from areas with woodlands, unsuitable slopes, or other similar characteristics. While these areas do not have landscaping requirements, there are large expanses of open spaces with occasional tall tree clusters.



CURRENT ZONING DISTRICTS WITHIN THIS CHARACTER CLASS

- AG – Agricultural

RESIDENTIAL

SINGLE-UNIT DETACHED

“Single-unit detached” is frequently referred to as single-family housing. These districts intend to provide low- to mid-density residential living environments throughout the township. Minimum lot area requirements range from 6,000 to 40,000 square feet. Building heights are typically one or two and a half stories. In addition to single-unit detached dwelling units, civic uses, such as childcare centers, churches, public parks, and schools, are permitted.

CURRENT ZONING DISTRICTS WITHIN THIS CHARACTER CLASS



- R1 – Estate Residential
- R2 – Large Lot, Medium Home
- R3 – Medium Lot, Medium Home
- R4 – Median Lot, Small Home
- R5 – Old Town Residential
- MP – Manufactured Home Park

COMMERCIAL USES

Commercial land encompasses various plots or sections of land utilized to generate profits. The category includes various establishments and developments such as warehouses, industrial properties, retail outlets, parking facilities, shopping malls, hotels, office complexes, and medical centers. Apartment complexes and other residential properties designed for profit generation also fall within the commercial land. Additionally, this classification extends to raw, undeveloped rural land and infill parcels strategically positioned for future commercial development.



CURRENT ZONING DISTRICTS WITHIN THIS CHARACTER CLASS

- C1 – Small to Medium Scale General Business
- C2 – Medium to Large Scale General Business
- C3 – Business Park/Light Industrial
- C4 – Industrial Park/Manufacturing
- NC – Neighborhood Commercial
- DC – Downtown Commercial

INDUSTRIAL

Industrial land use refers to using land primarily for industrial manufacturing, assembly processes, and associated activities. These activities encompass a wide range of operations, including but not limited to factories, automotive assembly plants, rail car or locomotive maintenance facilities, railyards, non-retail breweries, and bakeries, construction of roads and highways, wastewater and sewage treatment plants, electrical transformer stations, etc. This diverse array of industrial activities serves as the backbone of economic production, contributing to the creation of goods and infrastructure critical to various sectors of society.



CURRENT ZONING DISTRICTS WITHIN THIS CHARACTER CLASS

- C4 – Industrial Park/Heavy Industrial

INSTITUTIONAL

Institutional land uses cover various uses that serve a community's social, health, cultural, and recreational needs. They may include government-owned or privately owned and operated facilities.

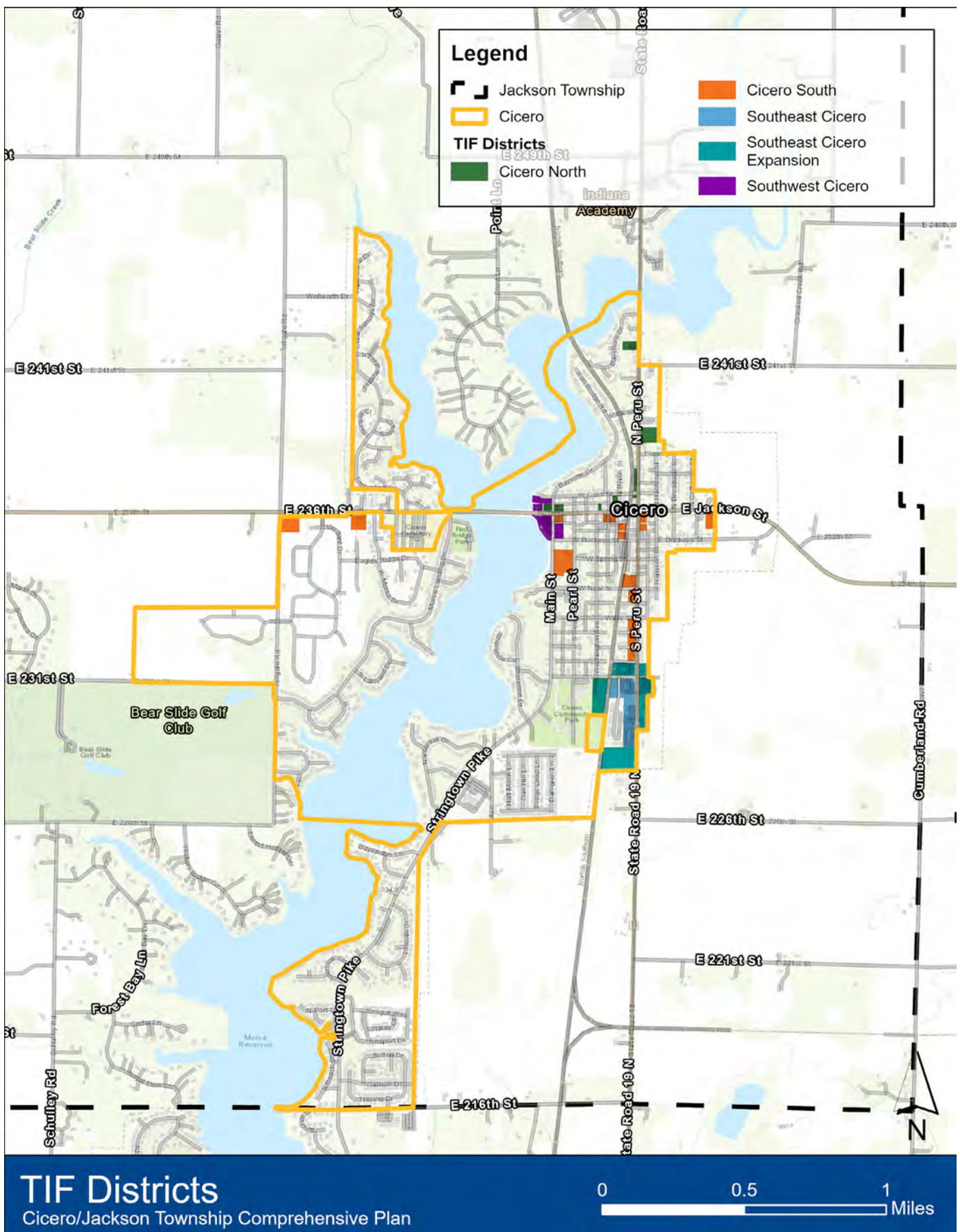


UTILITIES

Utility land use is a land or facility used as a place to store materials used by any public agency, political subdivision, or local government. It is also used to maintain equipment and facilities of the public agency.

TIF DISTRICTS

There are eight Tax Increment Financing (TIF) districts within Jackson Township, and five of the TIF districts are within the Town of Cicero. The TIF districts outside of Cicero are situated along the US-31 corridor, and the TIF districts within Cicero are along major roadways throughout the downtown area.



Legend

- Jackson Township
- Cicero
- Excluded Areas
- TIF Districts**
 - 276th St
 - Cicero North
 - Cicero South
 - Southeast Cicero
 - Southeast Cicero Expansion
 - Southwest Cicero
 - US 31 North Jackson
 - US 31 South Jackson

TIF Districts
Cicero/Jackson Township Comprehensive Plan







DEVELOPMENT ACTIVITY

The volume of filed permits and other development applications provides a general sense of development activity in the Town of Cicero and Jackson Township. It can also inform future land use planning and help identify potential issues within regulations, such as zoning.

BUILDING PERMITS

Building permits are government approvals to construct a new building or expand or remodel an existing building. Building permits are required before construction begins on a new or existing building to ensure that any new construction follows regulations, including building standards, land use, and environmental protection.³

CICERO/JACKSON TOWNSHIP BUILDING PERMITS (2018-2023)

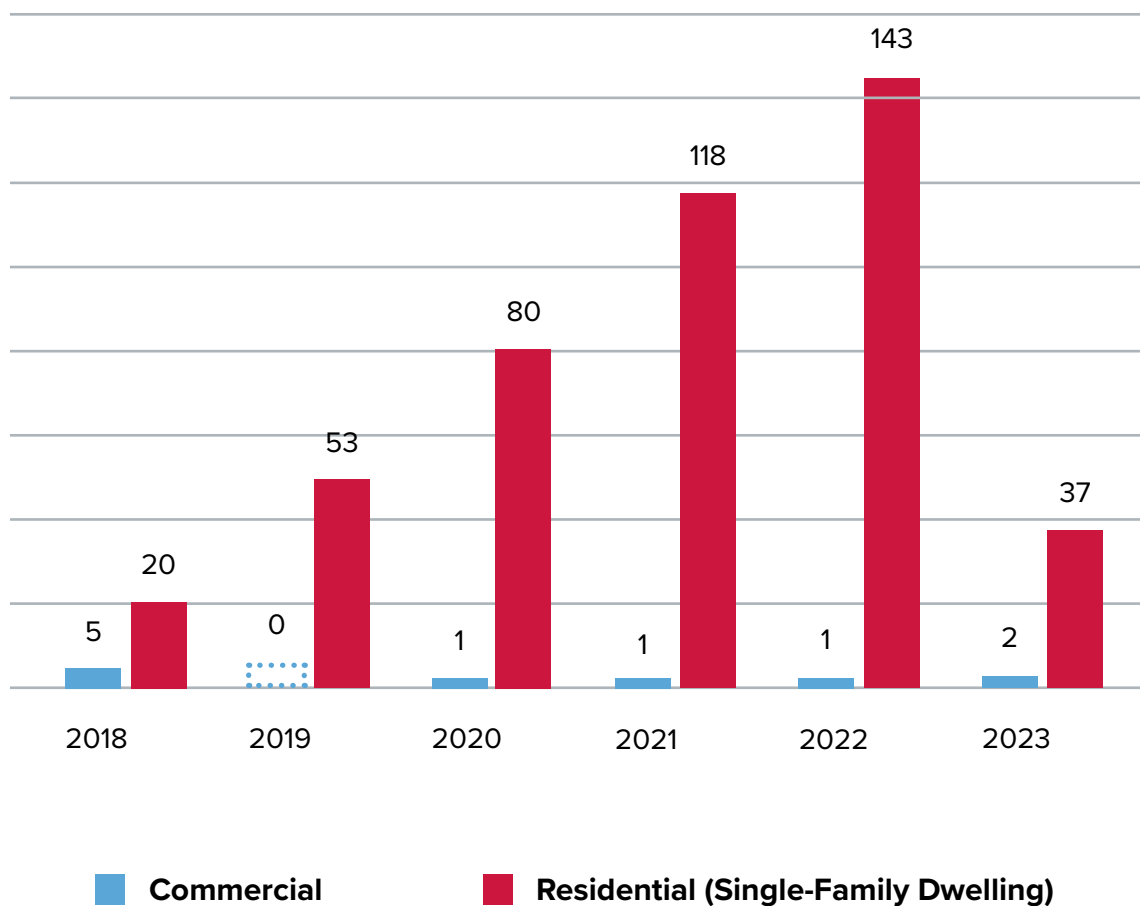
SINGLE-FAMILY DETACHED HOMES

In a review of all new construction permitted in the Town of Cicero and Jackson Township, a steady increase in single-family detached homes occurred between 2018-2023. In 2018, 20 new homes were permitted and constructed, doubling to over 53 new permits in 2019. In 2020, a 66 percent increase in single-family building permits grew to 80 permits. Building permits increased in 2021 and 2022, posting 118 in 2021 and 143 in 2022, respectively. A decrease in permits occurred in 2023, with 37 single-family permits granted.

COMMERCIAL PERMIT

New construction permits for commercial buildings remained marginal and consistently ranged between 1-5 permits a year between 2018-2023.

Figure 21: Town of Cicero and Jackson Township – Building Permits.







TRANSPORTATION AND MOVEMENT

ROADWAY CLASSIFICATION

The Indiana Department of Transportation (INDOT) classifies roads according to the character of service they are intended to provide. The classifications are interstate, principal arterial, minor arterial, major collector, minor collector, and local. Most users climb up and down the functional classes with every trip, starting on a local road, eventually reaching an interstate or principal arterial, and then moving back down the classifications to local.

INTERSTATES

Jackson Township and Cicero do not have nearby access to an interstate. The closest interstates are I-69 and I-465.

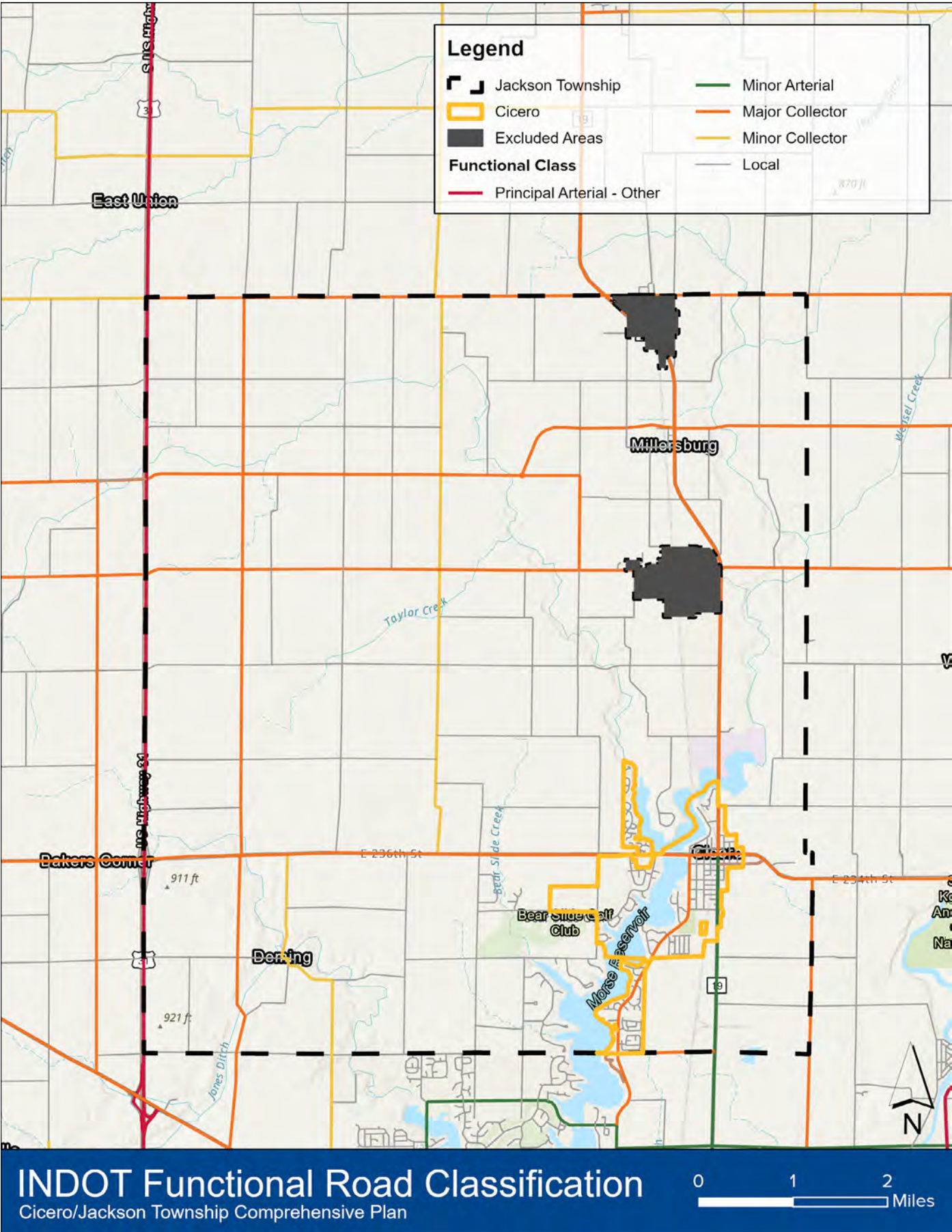
PRINCIPAL ARTERIALS

Jackson Township is bordered on the west by US-31. Following US-31 North from Cicero for about 100 miles brings travelers to South Bend, IN. Following US-31 South from Cicero for about 15 miles provides a connection to I-465, connecting travelers to I-65, I-69, I-70, and I-74.

MINOR ARTERIALS

SR-19 extends south from Cicero and connects to Noblesville, IN, and it extends North through Jackson Township and connects to Tipton, IN.

Figure 22: Town of Cicero and Jackson Township – Functional Road Classification.



COLLECTORS

Collectors are major and minor roads that connect local roads and streets with arterials. Collectors provide less mobility than arterials at lower speeds and for short distances. The posted speed limit on collectors is usually between 35 and 55 miles per hour.⁴

MAJOR COLLECTORS

Major collectors in Cicero/Jackson Township include East 236th Street, State Road 19 North/Peru Street, East 234th Street, East 226th Street, East 276th Street, and East 296th Street.

MINOR COLLECTORS

Minor collectors in Cicero/Jackson Township include Hinkle Road, East 225th Street, Deming Road, and Devaney Road.

LOCAL ROADS

Local roads provide limited mobility and primary access to residential areas, businesses, farms, and other areas. The posted speed limit on local roads is usually between 20 and 45 miles per hour.

TRAFFIC VOLUMES

Traffic volumes are measured using Average Annual Daily Traffic (AADT). AADT is calculated by taking the total volume of vehicle traffic for a year and dividing it by 365 days. The AADT is a straightforward yet helpful indicator of how busy the route is. AADT counts are now provided by the size of the road, by day of the week, and by hour of the day, thanks to more recent developments from GPS traffic data suppliers.

The data displayed on the map illustrates that US-31 is the road with the highest AADT in Jackson Township; the road sees, on average, about 27,538 travelers a day. SR-19 has the second-highest AADT in the township at 7,289. AADT information is not available for lower classifications of roads like minor collectors or local roads.

ANTICIPATED IMPROVEMENTS

INDOT has identified a few active and future roadway improvements.⁵ There are seven active projects and 13 planned improvements. Many improvements are planned along US-31 or within Jackson Township. The active and future projects identified include new bridge constructions, interchange construction, road rehabilitation, etc.

⁴ Source: [FHWA Road Function Classifications](#).

⁵ Source: [INDOT: Next Level Roads](#).

Figure 23: Cicero and Jackson Township – Traffic Volumes.

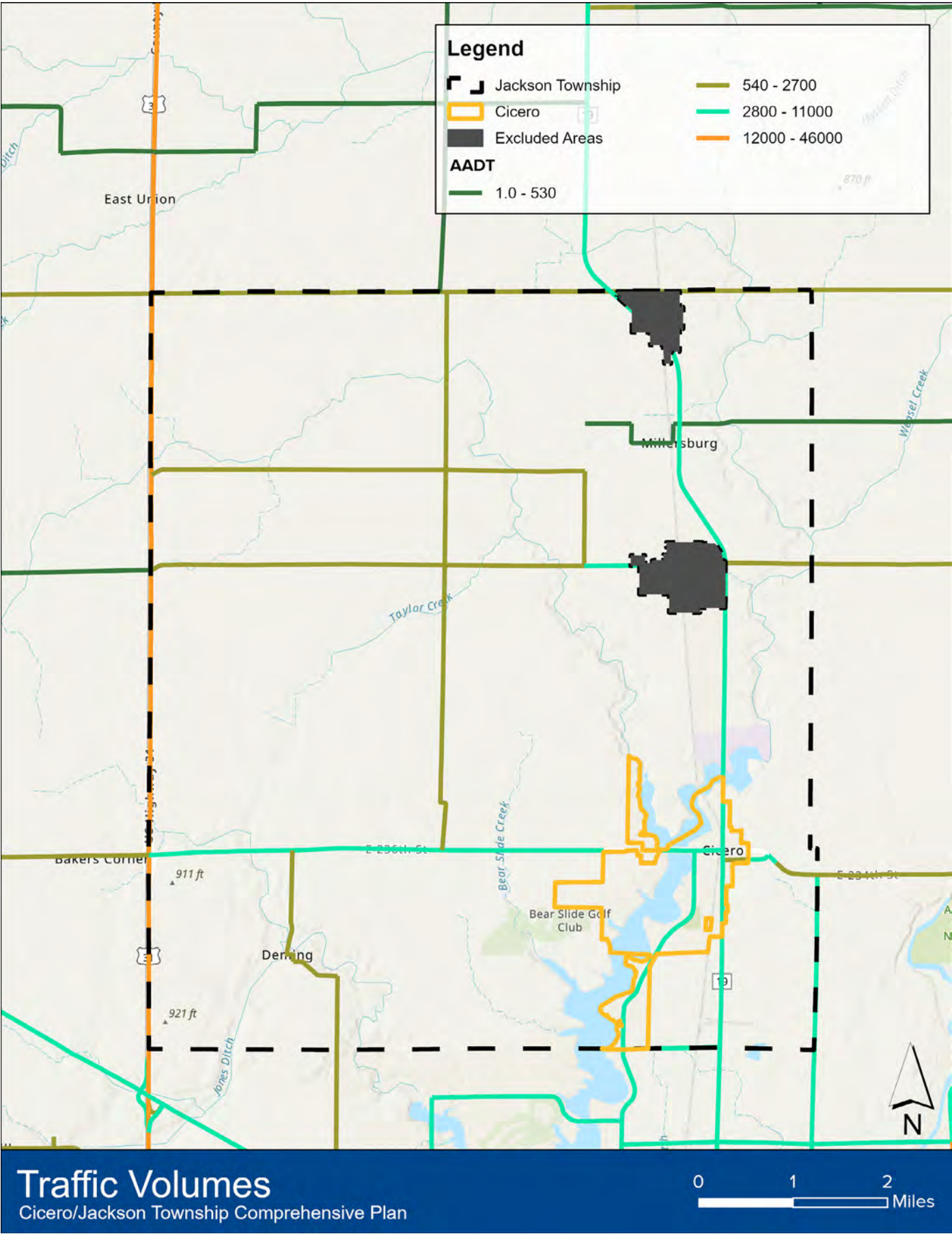
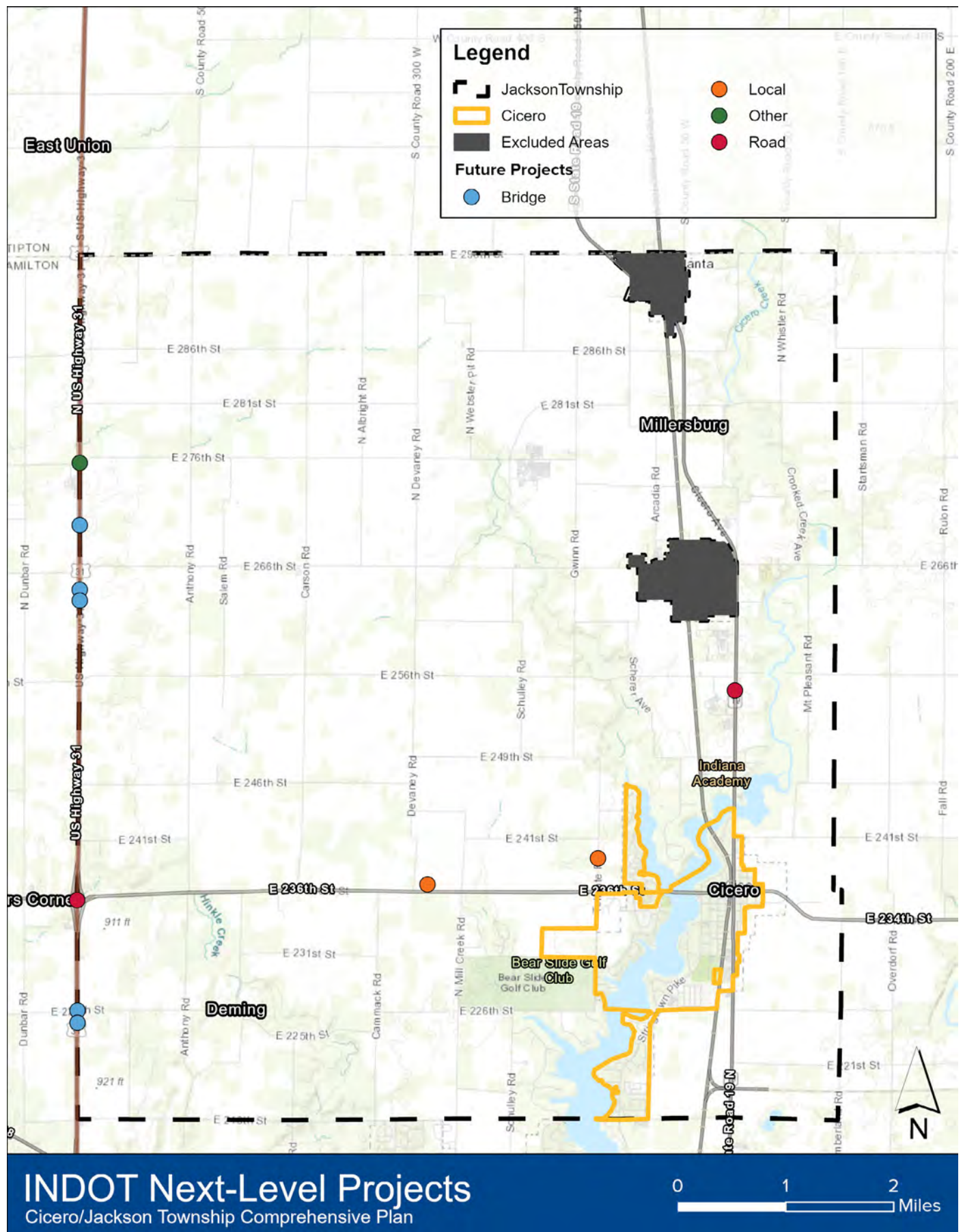


Figure 24: Cicero and Jackson Township – Future Next-Level Projects.



WATER RESERVOIR⁶

Morse Reservoir spans approximately 35 miles of shoreline, surrounding a body of water covering 1500 acres. Situated roughly 20 miles north of downtown Indianapolis within Hamilton County, it is bordered by Cicero to the north and Noblesville to the south. Various creeks, including Big Cicero and Little Cicero Creeks, source the reservoir.

Two parks are offering complimentary access to Morse Reservoir. Red Bridge Park in Cicero offers boat slips, a clubhouse, and a swimming pool. Morse Park and Beach, located in Noblesville, has been under the lease of Hamilton County Parks and Recreation since 1972. This park provides the community with lake swimming, boating, and fishing opportunities. Additionally, it features a playground, multiple shelters, a volleyball court, a softball diamond complex, and a disc golf course.

PUBLIC TRANSPORTATION

Hamilton County Express provides reservation-based transportation to the general public in Hamilton County. Janus Developmental Services, Inc. operates Hamilton County Express and utilizes a fleet of accessible vehicles to provide public transportation, including mobility device users who require a lift or ramp to access the vehicle. A small fee is charged for this service: \$3.00 one-way, \$6.00 round-trip, and a 10-trip pass, which is available for \$30.00.

NON-MOTORIZED TRANSPORTATION

TRAILS

A number of trails run through Cicero and Jackson Township, including the Nickel Plate Trail, which replaced 44 miles of abandoned railroad corridor in north central Indiana.

6 Source: [Morse Reservoir](#).

Figure 25: Cicero and Jackson Township – Trails.

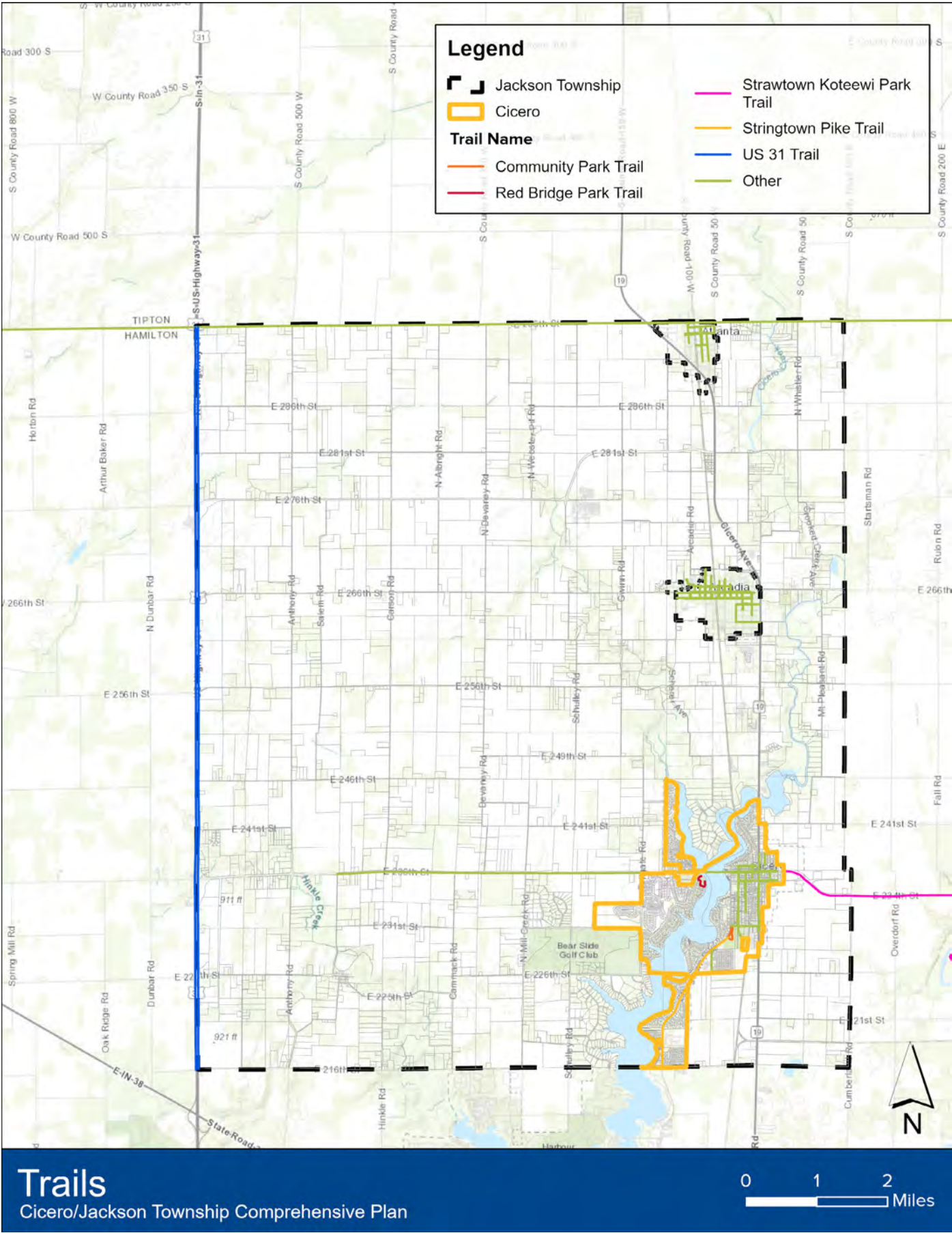
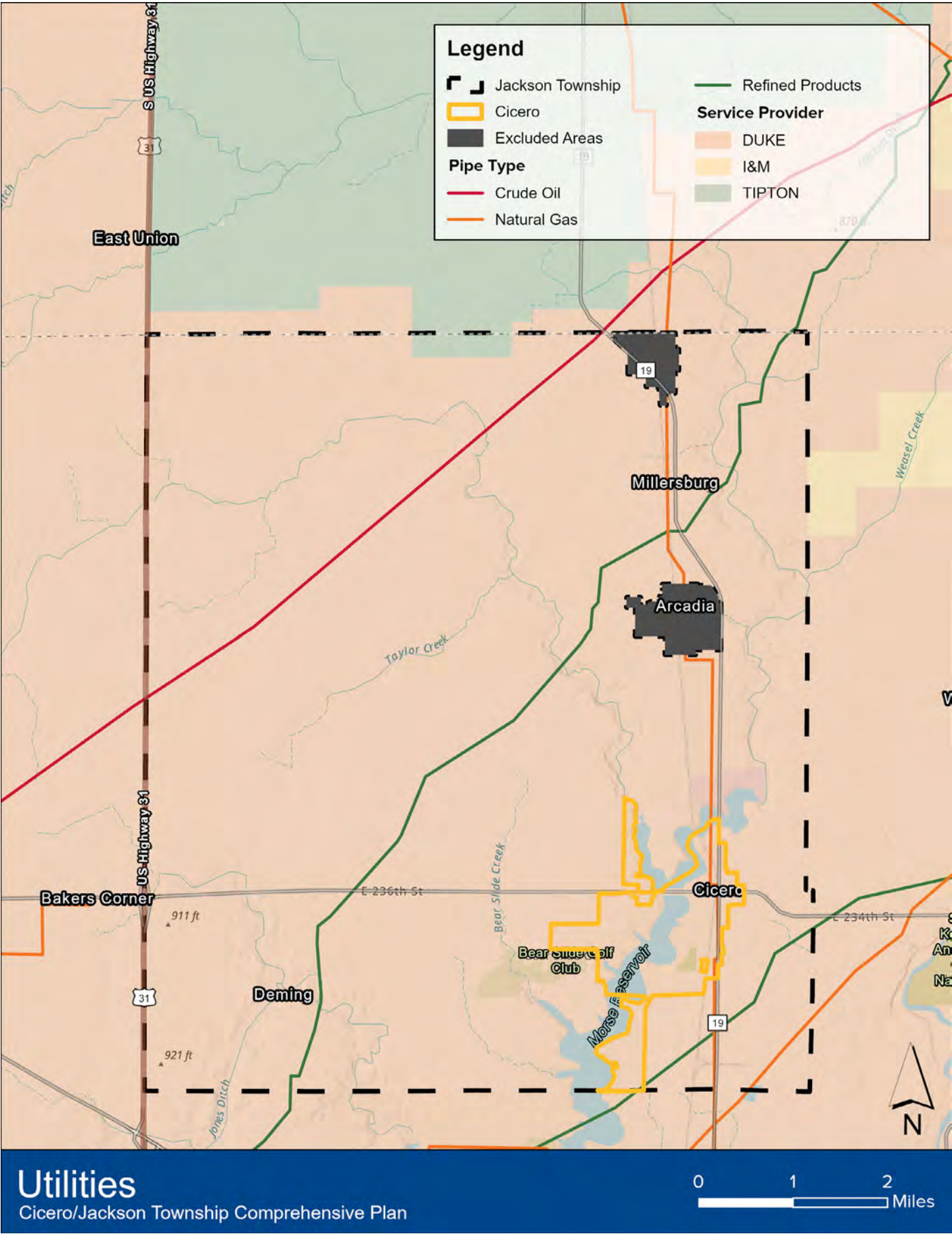


Figure 26: Cicero and Jackson Township – Utility Services.



UTILITIES

Providing reliable utilities is one of the more essential functions for local municipalities. Having potable drinking water and disposable methods available for residents and visitors is necessary for modern cities. As everyday life has evolved, other utilities such as electricity, natural gas, and broadband access have reached a similar vitality status.

MUNICIPAL WATER

The town's water treatment facility is engineered to accommodate up to 750,000 gallons per day as standard capacity, extending to 1.5 million gallons during peak usage. Daily operations hover just above the halfway mark, indicating efficient utilization. This state-of-the-art establishment adheres rigorously to regulatory standards set by IDEM and the EPA, subject to daily monitoring to ensure full compliance.

Sourcing water from four local wells, the facility caters to the needs of nearly 2,000 customers. Employing a pressure filter treatment method, the Water Plant incorporates chlorine for disinfection and fluoride to promote dental hygiene.

NATURAL GAS

CenterPoint Energy, formerly, Vectren, provides natural gas to Ciero and Jackson Township.

ELECTRIC

Duke, I&M, and Tipton provide electric services to Jackson Township's residents and businesses.

INTERNET AND BROADBAND

With the increased reliance on the internet and broadband, broadband communications planning is rapidly becoming necessary for various services. The recent COVID-19 pandemic exacerbated this need. While the level of necessity varies by location, each business and household must have reliable broadband access to connect to the greater community.

An important distinction here is internet vs. broadband. The internet is a data network through capable devices (e.g., computers, laptops, smartphones). Broadband is the technology used to connect those devices to the internet. While a cable or Wi-Fi router had to be used in the past, broadband requires only an access point to provide high-speed Wi-Fi to the nearby area.⁷

Xfinity provides broadband fiber coverage in Jackson Township. Xfinity Internet service offers different services. According to broadbandnow.com, the entity can provide connections with download speeds up to 1.2 gigabytes.



Source: Cicero Fire Department Facebook



EMERGENCY SERVICES

POLICE DEPARTMENT

The Cicero Police Department employs nine full-time and twelve reserve officers. These officers are guided by a community policing philosophy in their duty to protect and serve the citizens of Cicero. This citizen/police partnership provides a safe environment to live, work and visit.

Calls for service and 911 calls are routed through the communications center at the Hamilton County Sheriff's Office and dispatched to our officers through radio communication and in-car computers. Administrative needs such as report copies, fingerprinting, and permits are handled at the police station by a part-time administrative assistant. Phone numbers are posted in the lobby so an officer can be dispatched to the station in her absence.

FIRE DEPARTMENTS

The fire department in Cicero is composed of a diverse team of responders, including full-time paid staff, part-time personnel, and dedicated volunteers, all backed by a robust support division. Equipped with essential fire suppression resources such as engines and aerial trucks, the department ensures effective response to fire emergencies.

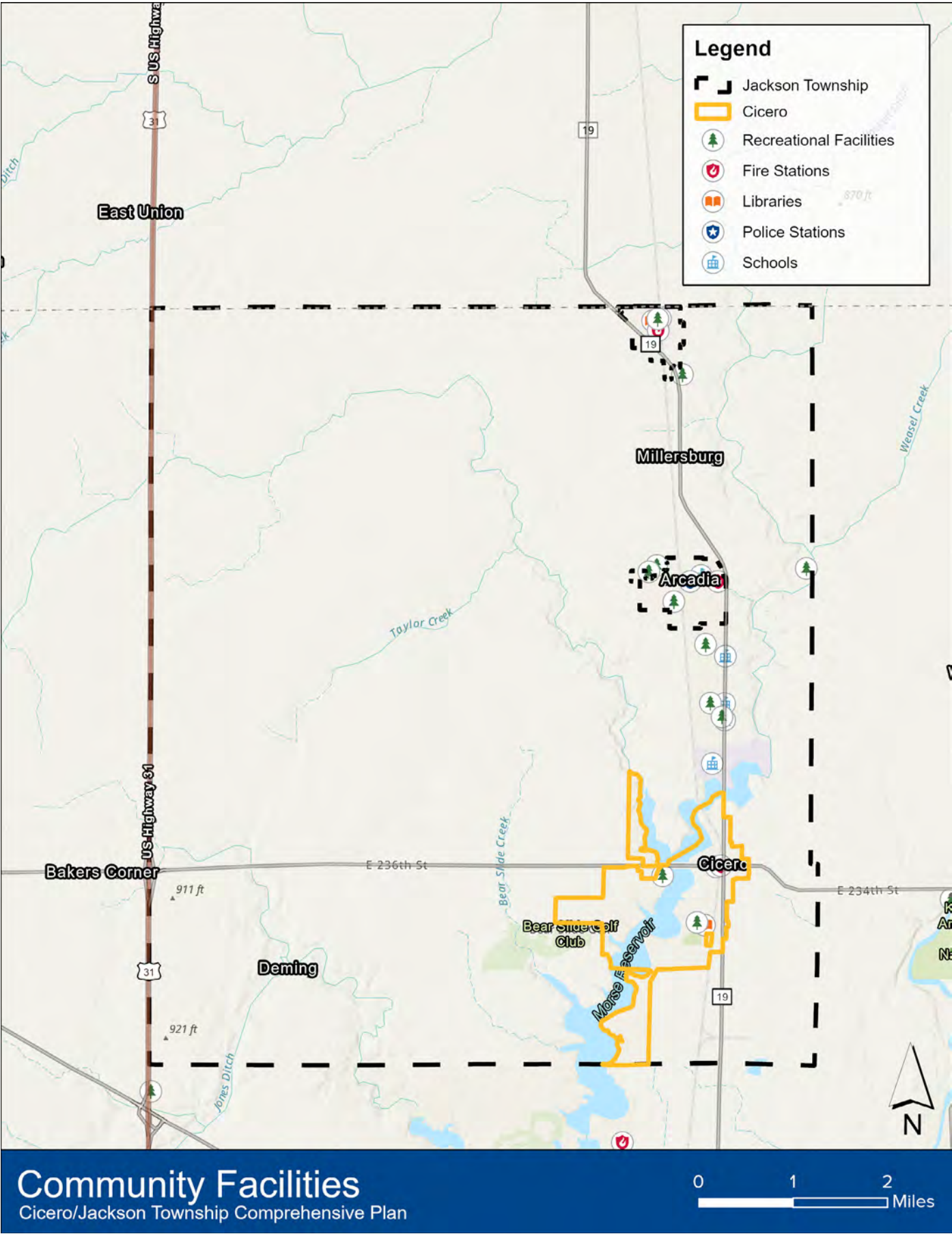
In addition to fire suppression resources, Cicero's fire department offers a comprehensive range of services for all hazards, including hazardous materials support, rescue operations, and extrication services. Their commitment to all-hazards response ensures readiness for various emergencies.

Moreover, the department provides advanced medical assistance with a fleet of two ambulances offering Advanced Life Support (ALS) services. With some of the most rigorous medical protocols in the state, they ensure prompt and proficient medical care for the community.

SERVICES OFFERED INCLUDE:

- Emergency medical services, including advanced life support
- Non-emergency calls for service
- Fire prevention
- Fire suppression
- Fire inspection
- Fire investigation
- Rescue
- Event safety preplanning
- Public Education
- Community risk reduction

Figure 27: Cicero and Jackson Township – Community Facilities.



COMMUNITY FACILITIES

Community amenities are the assets that are the factors for quality of life for existing residents and the attractors for employers and future residents.

EDUCATIONAL FACILITIES

Cicero and Jackson Township are within the Hamilton Heights School Corporation boundaries. Hamilton Heights has one elementary school (K-4), one middle school (5-8), and one high school (9-12). All three schools are located along SR-19 between Cicero and Arcadia. The elementary and middle schools are separate buildings on the same campus. Indiana Academy is a Seventh-day Adventist Christian high school also located along SR-19. Indiana Academy offers dormitory housing to students and operates on a 500-acre campus, providing an experience similar to a small college.

COLLEGES AND UNIVERSITIES

Hamilton County has a campus location north of Pendleton. Ivy Tech is Indiana's largest public postsecondary institution and the nation's largest singly accredited statewide community college system, accredited by the Higher Learning Commission. Ivy Tech is the state's engine of workforce development, offering associate degrees, long- and short-term certificate programs, industry certifications, and training that aligns with the community's needs.

Indiana Christian University in Noblesville offers world-class higher education with various degrees and programs in Hamilton County.

PARKS AND COMMUNITY FACILITIES

Cicero oversees three parks within the town boundaries: Red Bridge Park, Community Park, and the Cicero Sports Complex. Red Bridge Park is located along the reservoir on the northwest side of the town. The park contains walking paths, playground equipment, restroom facilities, and the Red Bridge Marina. Red Bridge Park has a 2,500-square-foot community building available for rent. Community Park is located on the east side of town and provides access to baseball and softball fields, tennis and basketball courts, and playground equipment. The Cicero Sports Complex contains five baseball fields, two basketball courts, three softball fields, two tennis courts, and a sand volleyball court. Bear Slide Golf Club is also an asset to the community; the club offers a full eighteen-hole golf course in the state, ranked among the top ten golf courses in the state.



Source: Hamilton County Convention and Visitors Bureau - Sheridan Historical Society

HISTORY

FOUNDATION AND HISTORY

The culture and heritage of Cicero date back to the first settlers who platted the town in 1834. The town was formally established in 1835, and Cicero Creek was shortened to Cicero. One of the first governmental buildings established in 1839 was the first post office located in Jackson Township.

Cicero was the home to the first bridge built (1838) in Hamilton County over a major stream, Cicero Creek. The coming of the railroad in 1853 accounted for a growth in industry, such as flour mills, a steam sawmill, and, with the abundance of natural gas, two glass factories. In 1870, the first bridge was converted into a covered bridge and painted red. The “Red Bridge” became one of the town’s most memorable landmarks, and the red bridge image is still used today as the town’s trademark.

The bridge was torn down in the early 1950s to make way for the construction of Morse Reservoir, another major milestone in the town’s history. The construction of Morse Reservoir in 1956, the northern end of which lies in Cicero, also brought more development to the town. The opening of Morse Reservoir in 1956 brought a wave of steady growth and development.

Today, Cicero offers its residents the qualities of a small town with the recreational amenities of the lake and the convenience of being close to the larger communities of Indianapolis, Kokomo, and Anderson.



Source: IndyStar

CIVIC FACILITIES

Civic facilities are buildings, structures, or property owned, operated, or controlled by the township or other local governmental entity.

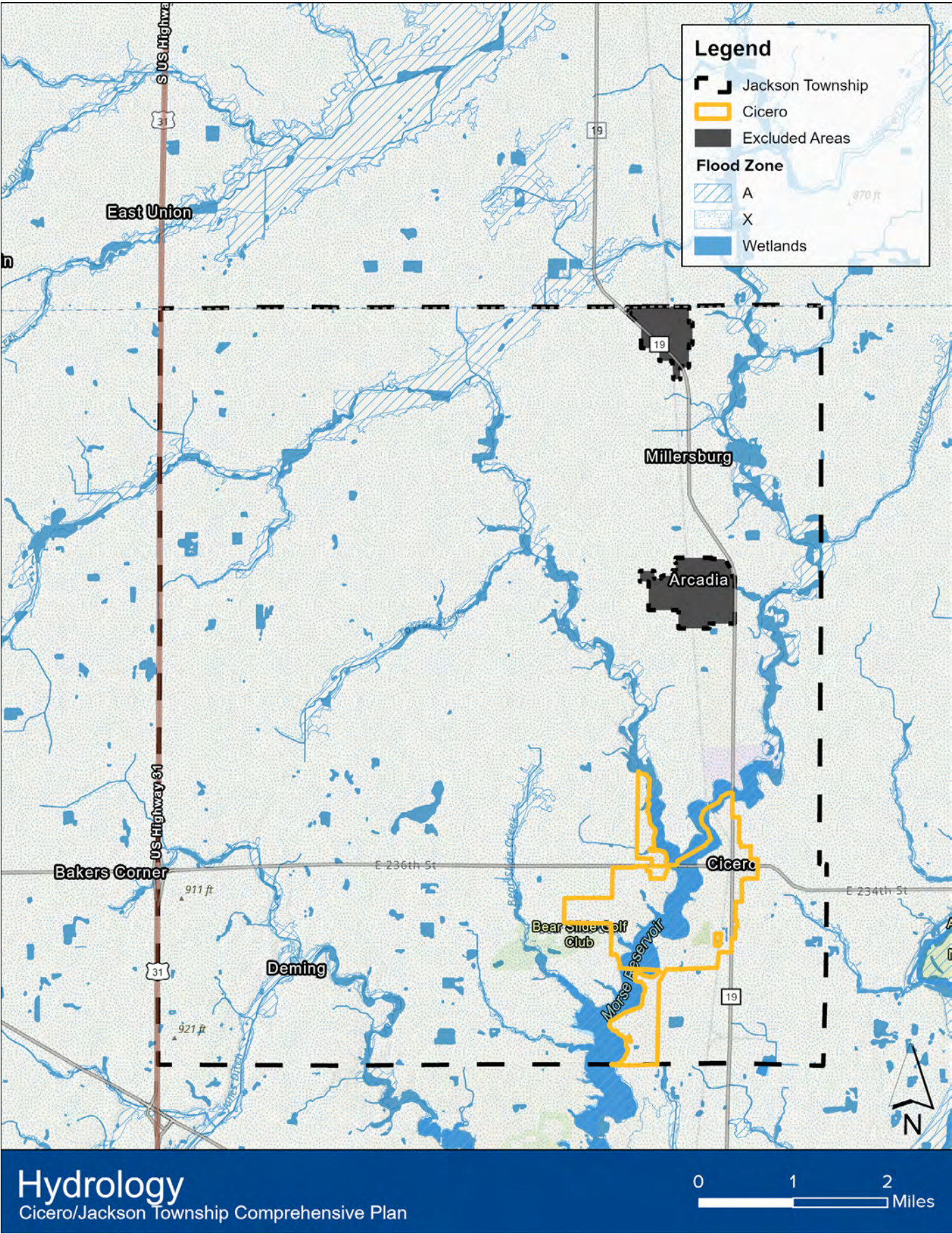
GOVERNMENT SERVICES

The Cicero Police Department is located near the major intersection within the town of Jackson Street and SR-19. The Cicero Fire Department is located near Cicero Community Park along Stringtown Pike. Both facilities are generally centrally located.

PUBLIC LIBRARIES

Hamilton North Public Library is located just northeast of Community Park at Pearl Street and Brinton Street. The library offers regularly scheduled events such as children's storytime, art classes, coffee and puzzle events, book clubs, and film screenings. Residents can also use the library to access the internet and rent digital and physical media.

Figure 28: Cicero and Jackson Township – Hydrology.



ENVIRONMENTAL CONDITIONS

MORSE RESERVOIR

Morse Reservoir is a major asset to the Cicero and Jackson Township community. The reservoir has created development opportunities for some subdivisions with waterfront homes. The reservoir has about 35 miles of shoreline surrounding a 1500-acre body of water. About 95 percent of the shoreline was made up of waterfront homes by 2020.

CREEKS

Several creeks flow into Morse Reservoir, including Hinkle Creek, Bear Slide Creek, Little Cicero Creek, and Big Cicero Creek. These creeks run throughout Jackson Township and create wetlands and flood zones within their vicinity.

FLOODPLAIN

While Morse Reservoir does not create a large floodplain along its shoreline, the creeks that feed into the reservoir create notable floodplains. These floodplains can make that land more difficult to develop.

GEOGRAPHIC CONDITIONS

TOPOGRAPHY AND SLOPE

Jackson Township sees about 200 feet of elevation change, with the highest point around 750 ft. The areas that have seen the most development, mainly on the east side of the township surrounding SR-19, are somewhat flat compared to the western areas of the township, with more significant slopes and elevation changes.

SOILS

The two main soil types that make up Jackson Township are Treaty-Crosby and Miami-Crosby. Treaty and Crosby soils are known for being highly productive and prime farmland.

LAND COVER

The land cover for Jackson Township primarily consists of cultivated crops, with areas that have been developed mostly open space or low to medium-density development.

CONTAMINATION

CLEANUP SITES

Several underground storage tanks are throughout the Town of Cicero and Jackson Township, and a few have been identified as leaking. There is one active brownfield within the township boundary right at the west edge along US-31 between 216th Street and 226th Street. With most of the township being used as farmland, there is not much concern about industrial contamination for the most part.

Figure 29: Cicero and Jackson Township – Soil and Topography.

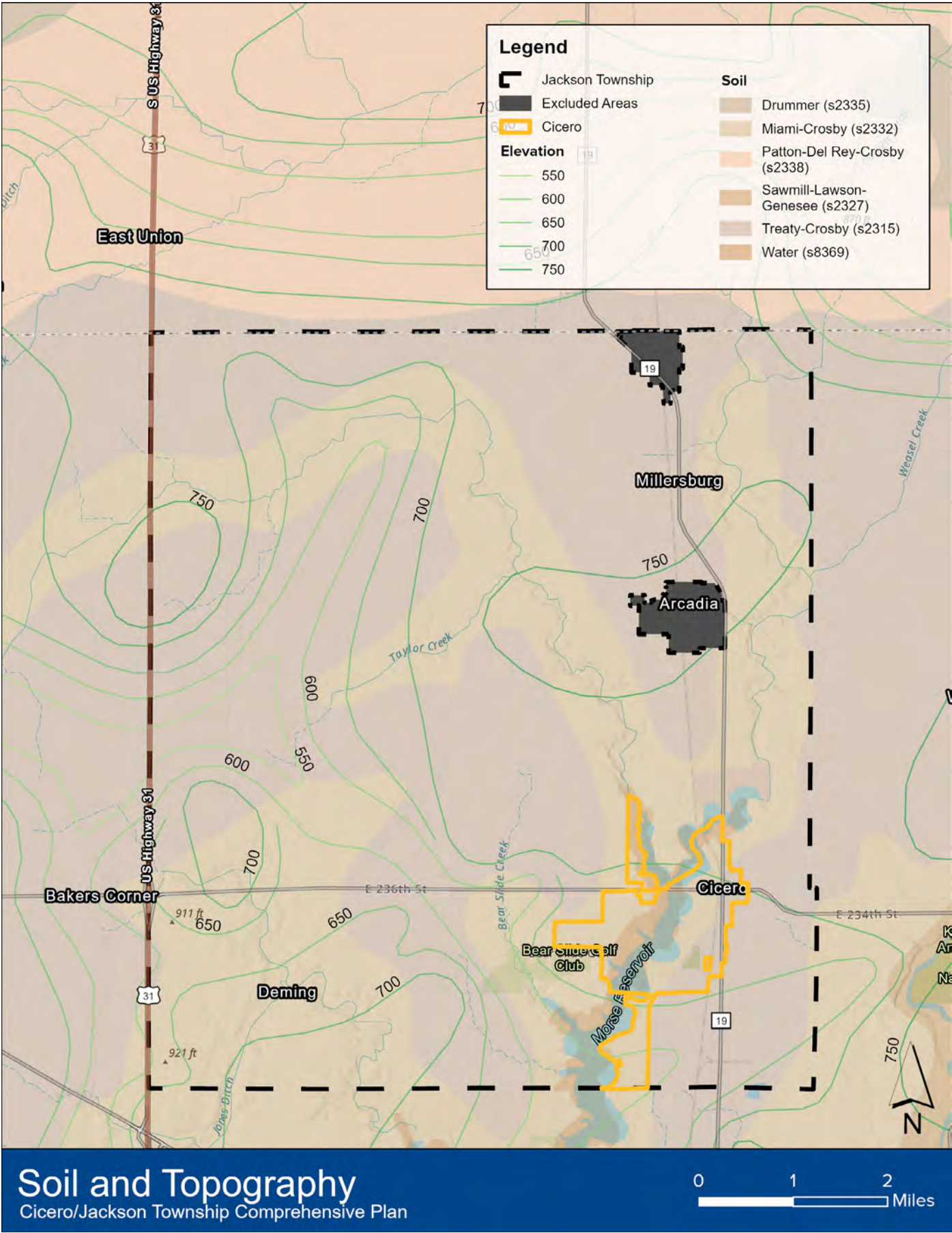
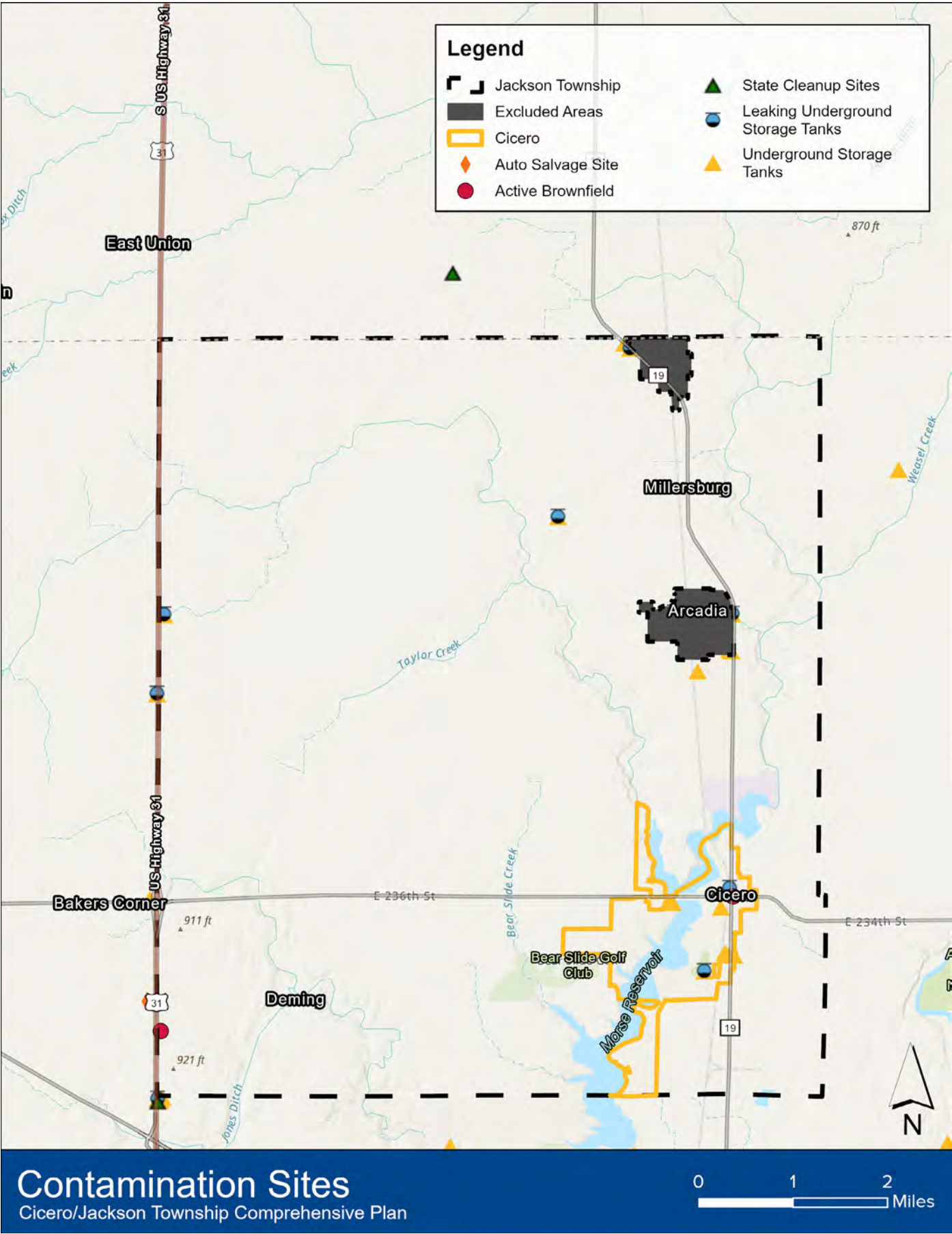


Figure 30: Town of Cicero and Jackson Township – Contamination Sites.



CONCLUSION

Quality of Life

- Concerns about the Development Pressure changing the nature and culture of the Town and Jackson Township
- Residential Density Levels and Changing the “Small Town” Feel of Cicero and Jackson Township

Long-Term Planning

- Review of Strategic Growth Placement and Quality of Development
- Capital and Non-Capital Investment for Anticipated Growth Levels
- Ensure the Quality of Development and Types of Residential and Business will uphold the Vision for Jackson Township and the Town of Cicero

Parks and Green Spaces Improvements

- Review of Public Spaces and Water Access
- Audit of Amenities (e.g., tennis, basketball, pickleball) offered
- Trail Connections throughout Hamilton County and Identifying Pertinent Trail Connections

Traffic Control Measures

- A Review of Speed and Safety Issues Key Intersections

Great School System

- Growth Capacity Analysis and Findings for New Developments
- Transportation and Roadway Congestion Concerns

Preservation of Community Character

- US-31 New Intersections and Strategic Growth and Quality of Development
- Strong Maintenance of Agricultural Heritage and Preservation of Jackson Township

Collaboration and Governance

- Consideration of Jackson Township/Cicero Consolidation
- Review of Level of Service and Future Planning for Cicero Departments



AMERICAN
STRUCTUREPOINT
INC.