



Town of BARGERSVILLE COMPREHENSIVE PLAN FEBRUARY 2013



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Foreword & Acknowledgements

Foreword

The Town of Bargersville has witnessed much change through the last decade, both physically and administratively. The community envisions itself to be a destination with high standards for business growth and quality of life. This Comprehensive Plan update is an important step toward the achievement of that vision.

Approved

Plan Commission: January 21, 2013
Town Council: February 12, 2013

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A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white canopy. The background is a clear, light blue sky. In the bottom right corner, there is a dark, semi-transparent rectangular box containing the chapter title.

CHAPTER 1

INTRODUCTION

Role of the Comprehensive Plan

The Bargersville Comprehensive Plan is the long-range plan for land use and growth. It is comprehensive because it provides guidance for all aspects of the town's growth and development. The plan is a set of goals, policies, maps, illustrations, and implementation strategies that state how the town should grow physically, socially, and economically. The Comprehensive Plan addresses the overall scheme of town development – the major land uses, transportation systems, parks, recreation, housing, open spaces, and centers of commerce and employment.

This plan establishes the framework and provides the direction for town-elected and appointed officials and staff with which to make decisions regarding the location and intensity of growth and development, transportation facilities, and public services that are desired. Methods to help create a healthy economic environment, actions to protect the natural environment, cost-effective delivery of public services are also included.

As noted throughout this document, the Comprehensive Plan serves as a guide and is subject to change and interpretation by the Town Council and Plan Commission, and is always part of an ongoing planning and implementation process that should periodically be re-evaluated.

Profile: Ten Principles for Smart Growth on the Suburban Fringe

1. Create a shared vision for the future... and stick to it
2. Identify and sustain green infrastructure
3. Remember that the right design in the wrong place is not Smart Growth
4. Protect environmental systems and conserve resources
5. Provide diverse housing types and opportunities
6. Build centers of concentrated mixed use
7. Use multiple connections to enhance mobility and circulation
8. Deliver sustainable transportation choices
9. Preserve the community's character
10. Make it easy to do the right thing

-- Corrigan, Mary Beth, et.al. Ten Principles for Smart Growth on the Suburban Fringe. Washington D.C.: ULI-the Urban Land Institute, 2004.

Planning Mandate

The Town of Bargersville's Advisory Plan Commission serves both the incorporated areas of town, and the extra territorial jurisdiction (aka "Buffer Zone") southeast of Town limits. Per Indiana Code (IC) 36-7-4-205, a town may plan and zone within a designated area adjacent to, and within two miles outside of, the corporate limits.

IC 36-7-4-501 requires the development and maintenance of a Comprehensive Plan to promote public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development.

By law, a community must have an adopted Comprehensive Plan in order to establish and implement Zoning and Subdivision Control Ordinances, which provide the "legal teeth" (requirements, incentives, and penalties) for realizing or achieving the vision and goals contained within the Comprehensive Plan. Further, IC 36-7-4-502 states that the required minimum plan elements include:

- A statement of objectives for the future development of the jurisdiction.
- A statement of policy for the land use development of the jurisdiction.
- A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

State law allows the incorporation of more sections into a Comprehensive Plan to address issues and goals specific to the jurisdiction including but not limited to the natural environment, parks and recreation, and economic development.

How to Use This Plan

A Comprehensive Plan is a long-range planning tool reflecting the collective wishes of residents and community leaders regarding future growth and development. The Plan should be used to assist the Plan Commission, Town officials, and Town staff to ensure that development decisions are balanced with protection and conservation of natural, cultural and historic resources according to public preferences and input. The Plan Commission should use the plan as the basis for decisions when approving development or subdivision plans and when considering zoning changes.

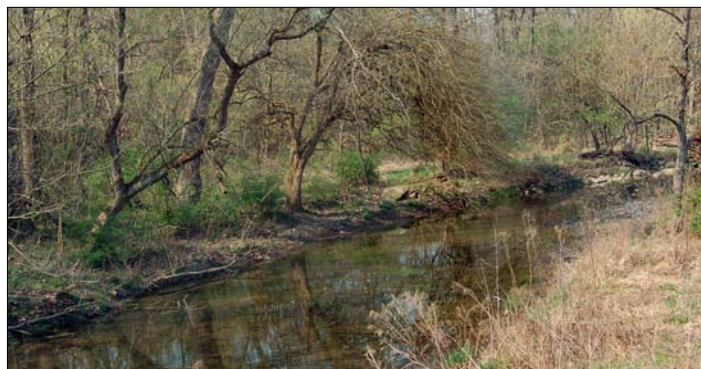
The Town Council, the Town's legislative body, may use the plan to assist with determining budgets, setting priorities for capital improvements and infrastructure, or in staffing decisions. The Plan should be reviewed annually and updated every five to ten years in response to land use trends, changes in population, or major events that may affect the community's future. This will ensure the Plan and its individual elements remain relevant. Diligent monitoring and maintenance of the plan's Goals, supporting Objectives, and Action Items will ensure proper guidance regarding future growth and development. The Town will need to identify a specific leader, employed by the Town and skilled in public administration and management, to lead the charge in implementing the Plan.

It is the responsibility of Bargersville's elected and appointed officials to responsibly and effectively steward the Town and its resources, including the most important resource -- the people. Consistency and continuity of leadership are critical to the implementation of this plan's recommendations and the community's success.

Sustainable Policies

Throughout this Comprehensive Plan small, green leaf (🌿) icons have been placed next to policies considered to be environmentally sustainable. They range from easily recognizable indicators, like smoke or water pollution, to more subtle issues that can build over time, like decentralized or sprawling development which can increase the number of and distance per automobile trip which increases emissions. Recommendations within this plan marked by the leaf symbol may include:

- Encouragement for mixed-use, compact development
- Alternative transportation methods to reduce automobile trips and encourage healthy, walkable lifestyles
- Protection of natural resources such as riparian areas, forests, water features, and air quality
- Policies that encourage resource conservation
- Coordinated infrastructure decisions that ensure fiscally responsible expansion



Crooked Creek

Sustainability: "A balanced approach that considers people, planet, and prosperity."

- Embracing Sustainability in Community Plans.
Planning Magazine. April 2010

Public Input Process Overview

A variety of methods, detailed below, were used to gather community input and ensure that the Comprehensive Plan reflects a collective vision for the Town's current and future residents.

Project Steering Committee

Approximately 20 community representatives participated on the steering committee throughout the process to ensure that the plan accurately reflects the true character and vision for the Town of Bargersville. Committee members represented large and small businesses, residents, town staff, board and commission members, county economic development and planning, the development community, and others who met over the course of the 11-month project to identify strengths and weaknesses, goals and objectives, the community's vision, and review drafts of the plan.

Key Stakeholder Interviews

Members of specific constituent groups with common vested interests (aka stakeholders) were invited to small group meetings to discuss their concerns and desires for Bargersville relative to the Comprehensive Plan. Stakeholders included town staff and business representatives.

Public Workshops

More than 50 members of the community participated in two workshops that took place on the evening of May 15, 2012, and the morning of May 19, 2012. Both workshops included an educational presentation to introduce attendees to planning. Priorities for this plan that arose from those meetings include:

- Maintaining the small town feel and excellent schools and emergency response services
- A desire to enhance gateways into the community



May 2012 Public Workshop

- A desire to increase amenities and entertainment offerings within Bargsville
- Support for responsible, sustainable growth patterns that assign more intense land uses to areas targeted for growth and assign agricultural or natural amenity land uses to areas least suited for short-term development and more suited to continuing their natural function

Open House

On November 19th, 2012, a public open house allowed members of the community to discuss their responses to a complete draft of the Bargsville Comprehensive Plan. Drafts were made available at the Bargsville Municipal Building and online in advance of the meeting to provide the opportunity for a thorough review prior to the public meeting.



May 2012 Public Workshop

Community Vision

Bargsville has recognized the need to plan for its future and update the Comprehensive Plan following the large annexations that occurred between 2009 and 2011.

A comprehensive plan must clearly reflect a community's vision for the future. Through steering committee guidance and input from the general public, a **Vision Statement** was created for Bargsville that reflects the town's potential for the next twenty years. The **Goals** and **Objectives** contained in later chapters support and foster the following vision.

Bargsville has the small town charm of a rural farming community with a high growth potential. Residents wish to maintain the natural views and alluring topography of the landscape, as well as the friendliness and familiarity of their neighbors while welcoming new community members. Businesses are encouraged as part of concentrated growth centers to support healthy commercial and light industrial activities, taking advantage of Bargsville's excellent transportation access.

The Town of Bargsville's important assets and strategies include:

- Easy-access to major transportation facilities including:
 - State Road 37 (to be upgraded to Interstate 69) with approved interstate interchange at SR 144 and planned improvements linking SR 37 and Interstate 65
 - State Road 135 which connects Indianapolis to various state forests and Brown County State Park / Nashville, IN (major tourist destinations)
 - Located within 20 miles of the Indianapolis International Airport
 - An active railroad corridor through the center of town
- Close proximity and easy access to major urban, corporate, industrial, retail, bio-medical, and university assets between Indianapolis and Bloomington

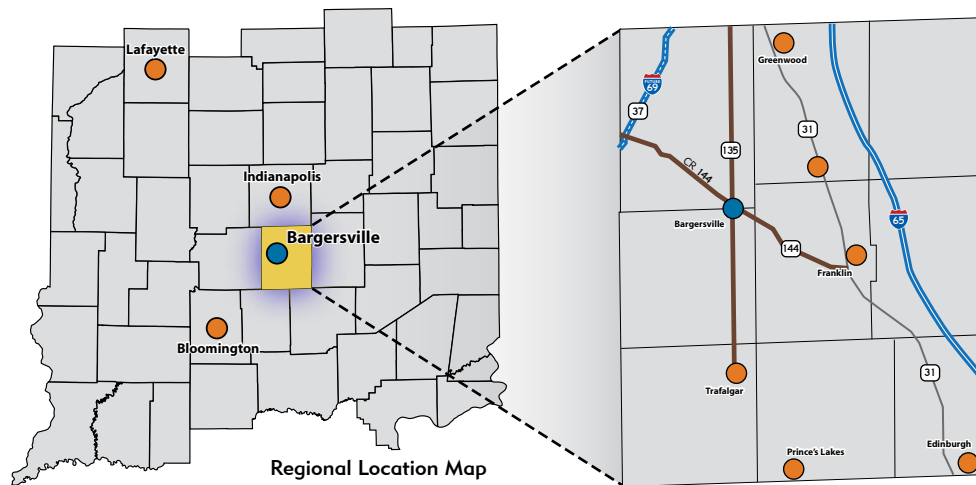
- Municipal-owned water, sewage, stormwater, and electric utilities, providing valuable opportunities to reduce planning and approval costs for new economic development projects
- Low property tax rates for commercial and residential developments. Tax increment finance (TIF) districts in place to provide tools for infrastructure development needs
- Significant, high-speed digital infrastructure located in the area for access, including major provider network hubs for high-speed telecommunication needs
- Outstanding public schools (Center Grove Community School Corporation), consistently rated in the top ten percent of Indiana schools on both performance and value.
- Quality existing and future residential developments, managed through a new, progressive Comprehensive Plan and Zoning Ordinance.

Community Profile

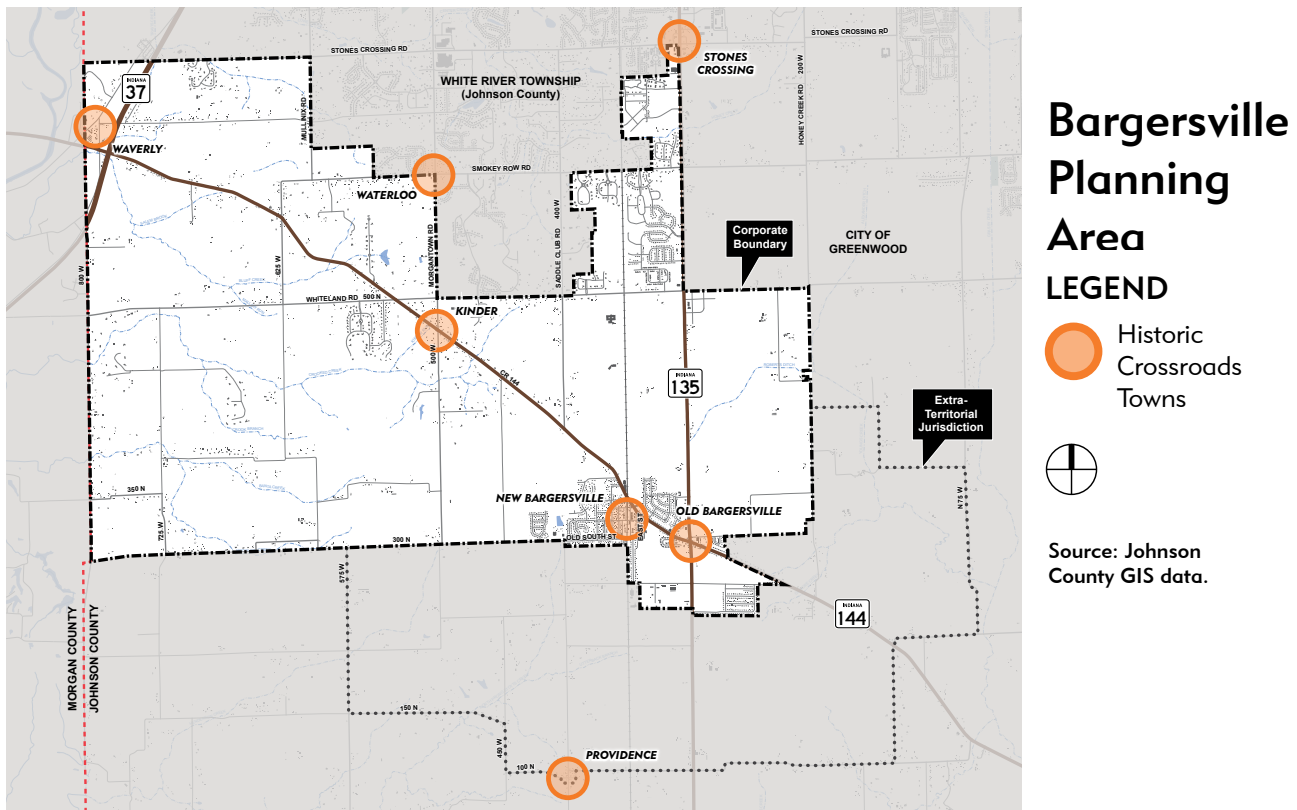
Setting

The Town of Bartersville is located in western Johnson County in both White River (north) and Union (south) Townships, and is accessed by SR 135, SR 37 and SR 144. State Road 37 is a major north-south corridor connecting Bloomington to Indianapolis. The SR 37 corridor is slated to be converted to Interstate 69 in the future connecting Indianapolis to Evansville. SR 135 is a major north-south thoroughfare which connects Indianapolis to the town of Nashville,

south of Bartersville. The approximately 19 square-mile Town neighbors unincorporated areas of White River Township (aka. Center Grove) and the City of Greenwood on the north and unincorporated Johnson County, Franklin, and Whiteland to the east. The area to the south is generally undeveloped and falls within the 2-mile Extra-Territorial Jurisdiction (aka “Buffer



Zone”). Though located in Johnson County, Bartersville, has the power to plan for land use and administer zoning decisions within the area. This allows Bartersville to better control the type of growth that may occur adjacent to the incorporated area.



History¹

The community was named for Jefferson Barger, who platted the town in 1850 at the intersection of what was then known as Three Notch Lane and Mooresville and Franklin Road, and today is SR 135 and SR 144 (aka. Old Plank Road). The intersection is also referred to as "Old" Bargserville. With an initial population of 150, the town consisted of a community general store, post office, church, and school house.

In 1908, the Indianapolis Southern Railroad expressed interest in the purchase of land for a new line in the area. Both the communities of Stones Crossing and Providence refused to sell land to the railroad, but Bargserville's cooperated. The tracks were laid the depot was built and soon after Mr. D.W. Rapp, a traveler on the railroad, decided to stay in town and invest in the creation of a new grain elevator. This led quickly to the construction of new businesses, and the platting of two hundred lots in the area.

Eventually the area nearer to the railroad tracks was coined "New" Bargserville, overshadowing "Old" Bargserville. Members of the growing community often

¹ Sources of historical information: Bargserville Girl Scout troop project; "Bargserville Unveiling the Past" by Jeff Beck; Illustrated Historical Atlas of Johnson County by D.D. Banta.

commented on the potential for “Old” and “New” Bargersville’s to one day come together, but they remain separated to this day.

Through the 1950’s Bargersville had many businesses including the well-established Farmers State Bank as well as hardware and grocery stores, a pharmacy, restaurant, and others. The grain elevators and farmers ensured an active agricultural business, and Switzer’s Tomato Factory (now Cabinets by Nichols) employed many, along with the machine and welding shops.

Presently, the bulk of the businesses remaining in “New” Bargersville (downtown) are centered on the agriculture business; Roy Umbarger & Sons, Inc. is a major business in this rural agriculture community.



Downtown Bargersville

In the 1970’s, Bargersville began to expand outward and Three Notch Subdivision was built. The population exploded in the mid 1990’s to mid 2000’s with new development generally west of the downtown area. Meanwhile, growth from northern White River Township was moving south. In the 1990’s, Southway, Parkview, and Country Meadows subdivisions were developed. Neighborhoods along SR 135 continued to spring up in the mid 2000’s and later annexed in 2010.

With the annexations of the last 10 years, Bargersville has more than tripled its physical size. The growth included several unincorporated historic crossroads (shown in the map on page 11) such as Stones Crossing (SR 135), Waterloo at Morgantown Road and Smokey Row Road, and Kinder at Morgantown Road and Old Plank Road (SR 144). In addition, the small town of Providence is currently within Bargersville’s extra territorial jurisdictional planning area.

Cultural Resources

Bargersville is home to one fraternal organization, the Masons. At one time Bargersville hosted the Bargersville Fall Festivals, but that has not occurred in several years. The town is one of the stops for the annual Indiana Rail Road Santa Train, which during the month of December brings Santa himself along with other holiday characters to delight children from all over the region. There

are several churches and a regionally known Flea Market but not much else to bring residents together. The schools, located in Center Grove, are probably the entity with the power to draw broadly attended community events, but are generally limited to residents with school age children.

Mallow Run Winery located east of SR 37 on Whiteland Road has the potential to increase awareness of what a town in rural Johnson County has to offer.

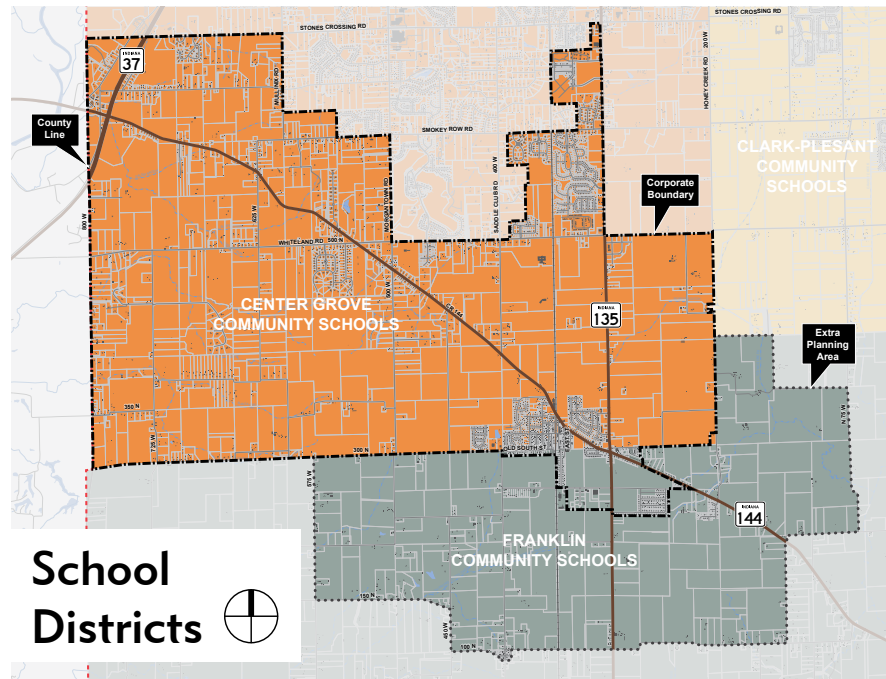
Education

The Town of Bargersville is served by two public school districts: Center Grove Community School Corporation (CGCSC) and Franklin Community School Corporation (FCSC). In recent years, CGCSC has surpassed the state's average for percent passing ISTEP and graduation rate by a consistently high margin. FCSC has performed at or above the level of state averages, with the exception of a slight dip below the state average during the 2010-11 school year.

As needs arise, CGCSC plans to utilize the property between Maple Grove Elementary and the bus/maintenance building for additional elementary or middle school facilities. The corporation also owns property directly west and east of Maple Grove Elementary, but have no plans for either at this time.

According to the corporation's demographic studies, the CGCSC school corporation will not grow significantly in the near future. It is more likely that they will remodel and expand existing facilities to meet demand rather than developing new.

Nearby private schools include Greenwood Christian Academy, Our Lady of the Greenwood School, St. Rose of Lima School (Franklin), and St. Francis & Clare Catholic (Greenwood) according to the Indiana Department of Education (IDOE). All of these private schools (with the exception of St. Francis & Clare, for which data could not be found) have performed above the level of state averages for percent passing ISTEP, and for graduation rate in schools that include higher grade-levels. Bargersville's education attainment is higher than the state average.



Source: Johnson County GIS data.

Demographic Overview

A demographic report gives elected officials, community leaders, and ordinary citizens a snapshot of the main demographic features of their community -- growth over time, age, income, poverty, educational attainment, etc. -- which can enable them to make informed decisions and craft policies according to the best information available. The full detailed demographic report may be found in Appendix B.

The following summary was conducted in June 2012 using April 2010 Census decennial data and 5-Year American Community Survey estimates. Much of this data, unfortunately, was collected prior to the recent annexations, and therefore will not reflect the annexation-related growth that has since taken place. Where available, more recent data sources were used.

Due largely to annexations, Bargersville's population jumped by 72% between 2009 and 2010. In 2011, Bargersville had 6,035 residents. Compared to the State of Indiana, Bargersville has a significantly higher percentage of individuals younger than nine years old and a lower percentage of individuals older than 50, with a median age of 33.2 years. Only 7.7% of Bargersville residents are older than 65.

The percentage of Bargersville residents with at least a high school degree increased from 79.6% in 1990 to 92.3% in 2006-2010. Out of Indiana's 600 towns and cities, Bargersville ranked 126th in 1990 and 116th in 2000 in the percentage of residents with at least a high school degree (2010 rankings were unavailable). The percentage of residents with a Bachelor's degree or higher increased during that same time frame as well from 7.8% in 1990 to 28.1% in 2006-2010.

Bargersville's median household income has been slightly higher than the state median since 1990. It was approximately \$55,631 in 2010. The recent economic downturn has generated higher poverty rates across the state, though Johnson County appears to have felt the impact to a somewhat lesser degree than the state as a whole.

Close to 30% of all employees in Bargersville work in education, health, and social assistance, while more than 15% work in manufacturing. Existing major Bargersville employers include Umbarger & Sons, Inc., Cabinets by Nichols, and Mallow Run Winery and proposed major employers include the Johnson Memorial / Community Health Network and CarDon & Associates.

According to the Indiana Department of Revenue, about a third of Johnson County's employed resident labor force commute outside the county. The vast majority of these commuters (27,053) work in Marion County.

Bargersville's median home value has been slightly less than the Indiana median since 1990. 2006-2010 American Community Survey data indicates Indiana's median home value at \$123,000 and Bargersville's at \$117,700. The most recent ranking data available (2000 Census) shows that Bargersville was ranked 137th in the state in terms of median home value. A look at home values in Bargersville suggests that values have increased since 2009. The most likely

explanation for this trend is that the town's annexation of areas in White River Township in 2009 brought higher-end housing developments within corporate limits.

The Housing Wage in Johnson County for a two-bedroom unit is \$14.37, slightly higher than that of Indiana (\$13.43) and nearly twice as high as the minimum wage (\$7.25 per hour). Johnson County's median household income of \$66,900 per year (in 2012 dollars) allows for a maximum monthly housing cost of up to \$1,643. With a Fair Market Rent in Johnson County of \$747 per household per month for a two-bedroom unit, an individual earning minimum wage, who in Indiana can only afford a rent of \$377 per month, would need to work 79.26 hours per week to be able to afford a two-bedroom unit in Johnson County. A household consisting of two minimum wage earners would just barely be able to afford a two-bedroom unit while each working a 40 hour week.

The Housing Wage: The hourly wage a household must earn to afford an apartment at Fair Market Rent while spending no more than 30% of its income on housing

Final Snapshot

In light of all previously listed, detailed, and described data, Bargersville is:

- a community that wants to maintain its heritage while supporting growth.
- regionally accessible.
- beautiful with notable natural features like woodlands and hills.
- a community that has grown physically large in a very short amount of time.
- served by desirable school systems.
- populated by relatively young families and individuals who are relatively well-educated and well-paid and generally commute outside of town to work.
- a community with an increasing median home value.

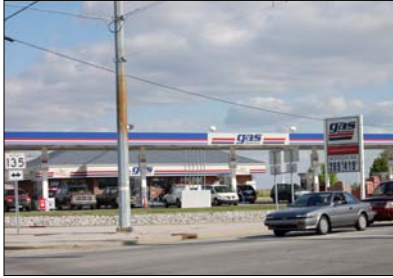
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CHAPTER 2

CHARACTER AND IDENTITY

2 Character and Identity

OUR GOALS



Existing Community Gateways

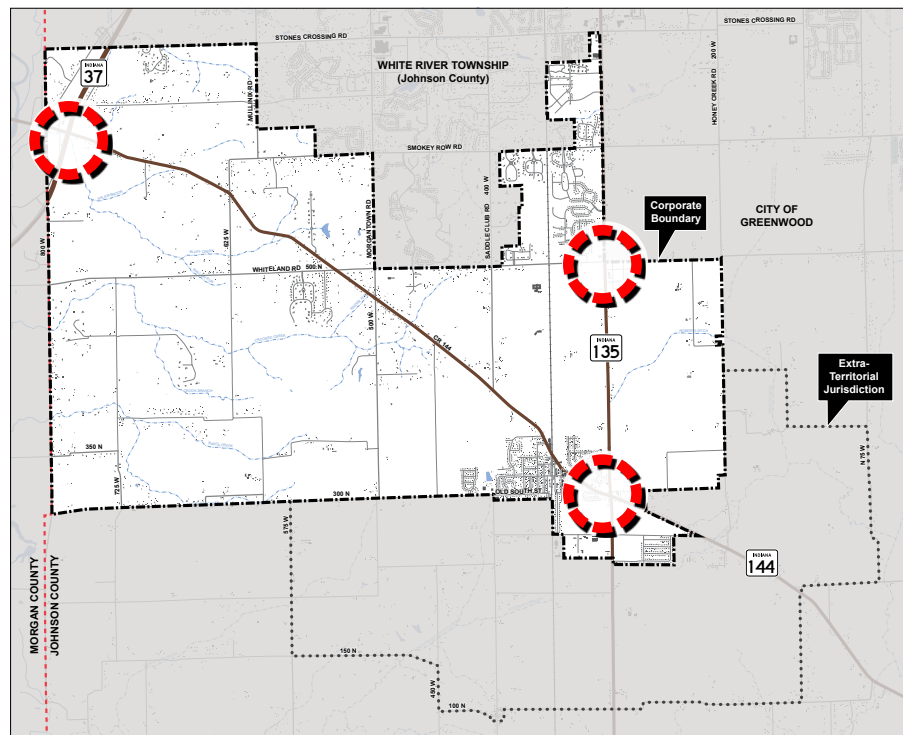
Analysis

Bargersville is a small, rural community with a variety of physical characteristics from flat agricultural land to hilly, wooded terrain. Regionally significant businesses and employers located in the community range from agricultural production and services to education to health care. The majority of more recent business located on SR 135, such as retail, personal services, and restaurants, primarily serves local residents and employees of the community.

Many significant roadways provide access to the community. Gateways to Bargersville and development along these corridors contribute to a visitor's first impression of the Town. Currently, the type of development along the corridors, roadway and streetscape treatment, and appearance at major intersections (SR 135 / SR 144; SR 135 / Whiteland Road; SR 37 / SR 144 - as shown on the map below) all lack the forward thinking, welcoming image that the town envisions and needs for its future.

The downtown, not currently the focus of life for Bargersville, is an important component in the Town's history and should not be neglected. Chapter 5 is devoted to the downtown. Bargersville's principals for character and identity must extend to all land uses including housing, retail, employment centers, municipal facilities, recreational areas, and even infrastructure.

Bargersville Gateways



Profile: Gateways and Wayfinding

A gateway / wayfinding system should take into account both pedestrian and vehicular traffic, as well as the perspective of visitors and residents. As such, the scale of these elements should relate to the scale and speed of traffic, as well as the character of the surrounding area or community. The design and location of gateway and wayfinding elements should reflect the unique aspects of Bargersville and concisely inform and guide motorists and pedestrians to attractions within the community.

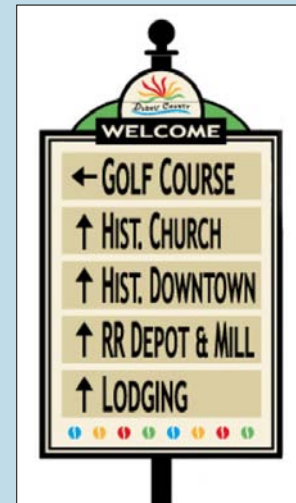
Gateways

Gateway features can delineate and announce one's arrival into a region, town, neighborhood, or unique public place. They may be the first determinant of a community's image - - the first impression. Gateway features may vary in scale or function, and can take the form of signage, public art, a signature building, or decorative streetscape enhancements such as lighting and landscaping roadside, at intersections, or in medians or roundabouts. Gateway features may be a singular element, repeated at every gateway, or elements that reflect the character of each individual gateway.

Wayfinding

Many communities recognize the importance of creating a "user-friendly" environment that directs both residents and visitors to prominent town places once they are within the community. A well designed wayfinding system has the potential for economic benefit by providing directional assistance to commercial shopping areas, historic areas of interest, or major employment destinations. A comprehensive wayfinding system should:

- Increase the sense of place by furthering the community's brand or evoking the local character
- Increase commercial awareness by providing opportunities to represent each significant business node
- Encourage exploration of a community by including special destinations that can pique a visitor's or resident's interest



Example of wayfinding signage

Goal 1: Enhance the Town's Image and Character

1 Improve Gateways

Enhance gateways and roadway corridors as appropriate by incorporating elements including welcome and wayfinding signage, decorative lighting, curb and gutter, sidewalks, street trees and other landscaping.

2 Build on Downtown's Character

Acknowledge and protect the contribution that the downtown makes to the community's character. While it may not remain the focus of the community, investment is required to enhance the public realm (streets, parking, sidewalks, landscape maintenance, lighting) to a minimum standard that will not tarnish the image desired by the Town. Consider relocating the Flea Market to a site that strengthens downtown's position.

Public Realm: Spaces that are shared by a wide cross-section of the population often include public property such as street right-of-way, public parks and open spaces, municipal, library, and public educational facilities.

3 Enhance Corridor Development

Consider adding overlay districts to prominent corridors slated for development to ensure consistency in character. Coordinate with the County and INDOT regarding the desired level of capital improvements on Bargersville state roads.

4 Encourage Beautification and Pride

Speak with active and interested citizens and organizations to identify potential volunteer committees to beautify the community and potentially provide management resources for events and social activities.

5 Enhance the Urban Forest

Consider becoming a Tree City and developing an urban forestry plan to supplement other landscaping efforts in the community.

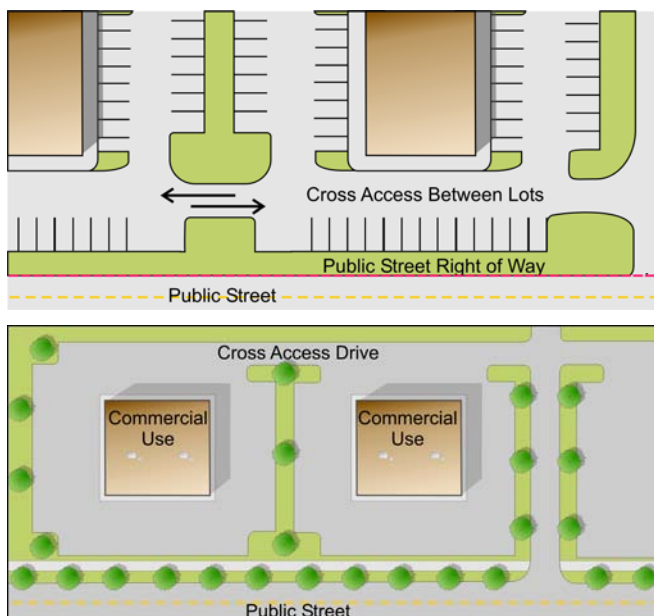
6 Provide Opportunities to Form a Cohesive Community

Many residents, especially those in newly annexed areas, have not been part of the Town for long. Consider ways to form stronger community bonds by encouraging attendance at town leadership meetings, incorporation of and programming for additional open/gathering space, or the creation of a welcoming community center, to name a few options.

Goal 2: Support Quality Design for All Development

1 Create an Attractive, Inviting, and Safe Business Community

Provide minimum development and design standards in areas of a certain density for structures, parking, outdoor storage, loading areas, and mechanical and waste facilities and other elements.



Examples of development with access management from public streets and cross-access drives between uses.

2 Encourage Connectivity and "Walkability"

Maintain safe, pedestrian-friendly sidewalks and appropriate lighting in neighborhoods, commercial areas, schools, churches, and/or recreational facilities.

3 Consider Minimum Access Standards

Management for heavily used vehicular corridors, through spacing of development entrances and cross-access easements can help to free up traffic flow and increase safety.

4 Support Green Building Initiatives

Encourage the integration of sustainable practices such as energy efficiency, stormwater runoff reduction, recycled materials, and alternative transportation initiatives.

Profile: The Benefits of Urban Forestry

Trees can greatly benefit a community in many ways, including those in the list below, but species, design and size of planted areas, planting locations, and maintenance must be carefully considered to ensure tree health and vitality.

Scale and Safety: Making an area pedestrian friendly, inducing traffic calming, and increasing safety.

Reduce Temperatures: Trees and other plants absorb rather than reflect solar rays, provide shade, and facilitate water evaporation, resulting in lower temperatures.

Character and Beauty: Trees can define a space physically, identify and enhance the character of an area, create buffers for sound, odor, and pollution, create screens from undesirable views, and add beauty through the addition of natural elements. They also add color, soften harsh building lines, and sometimes produce pleasant fragrances.

Stormwater and Pollution Reduction: A tree's roots provide extra channels into the ground so stormwater can be more easily absorbed into the ground water supply. Trees also reduce air pollution through natural processes and lowering air temperatures .

Reduce Energy Consumption: Trees provide shade during the summer and block winds during the winter, creating less need for artificial heating and cooling.

Wildlife Habitat: Trees provide habitats for birds, squirrels, and other small animals that all function as part of an intricate ecosystem.

Economic Benefits: Trees are psychologically more attractive than a sterile built environment. Typically, people are more comfortable spending time on streets with shade and attractive amenities, providing more opportunity for sales activities and a potentially higher property value. The shade provided by trees can also lower temperatures on and extend the life of paved surfaces.

Action Items

- Create a cohesive gateway and streetscape design for all primary entrances to town.
- Create a Construction Standards Manual for the Town that includes specifications to assure that new roads and infrastructure are durable and maximize the community's investment.
- Review and update Zoning Ordinance sign standards (to ensure visibility without increasing clutter), parking standards (to reduce required numbers of spaces and mitigate stormwater runoff), and building material standards for the SR 135 Corridor Overlay District (to manage monotony and ensure sustainable materials that are attractive with a long life-cycle).
- Establish a Community Beautification Committee that meets regularly to assist the Plan Commission and Town Council on the status, implementation, and ongoing maintenance of key areas in the downtown, at the gateways and on the corridors. Consider hosting a monthly social gathering prior to Town Council meetings to encourage attendance, involvement, community ownership, and to strengthen resident relationships.
- Bring back the Fall Festival, possibly utilizing some of the resources from the state's Indiana Main Street Program. Build on the success of Mallow Run's "Wine at the Line" entertainment programming.

- Plan to relocate the flea market to a site that provides safe pedestrian movement, adequate, screened parking, and enhances overall community character.
- Continue to further or reinvent the community's brand/identity by working with the Johnson County Development Corporation and the local convention and tourism group to create and distribute marketing materials to promote area businesses and destinations.
- Require landscaping for new neighborhoods, roadways, parks, shopping and parking areas, while also enhancing through landscaping the existing downtown neighborhoods and commercial areas.
- As a Capital Improvement Plan is discussed, include phased improvements for existing areas that lack or have poor condition sidewalks and lighting.
- Establish standards for access management and cross-access connections for new development on the SR 135 and Old Plank Road (SR 144) corridors to ensure efficient and safe traffic movements.
- Enforce the Zoning Ordinance in the incorporated and extra territorial jurisdictions to ensure compliance with required development and design standards.
- Investigate ways to better align standards for development between adjacent municipalities and between Bargersville and the County to reduce land use and zoning conflicts.

A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white canopy. The background is a clear, light blue sky. In the bottom right corner, there is a dark grey rectangular box containing the chapter title.

CHAPTER 3

LAND USE

Analysis

Among the most important considerations for a town are the use of land, the arrangement and compatibility of those uses, and managing growth in a sustainable manner while providing opportunities for economic expansion and a healthy, well-functioning community. This Comprehensive Plan update is a tool to guide development in the recently geographically expanded Bargersville.

Annexation History

Bargersville was approximately 1.2 square miles in size until, from 2005-2011, the town annexed approximately 17.5 square miles of land primarily to the west of the old town. The extra territorial jurisdiction ("buffer zone"), south of CR 300S / Old South Rd, is not likely to be annexed by the town and it may make sense to consider returning the planning responsibilities to Johnson County in the future. With the annexation, the Town took on the responsibility to provide public safety, utilities services, roads, and parks to the annexed areas. For the near term, provision of these services is made more difficult due to the terms of the annexation agreements which exempted newly annexed agricultural properties from paying local taxes to the Town for a period of ten (10) years.

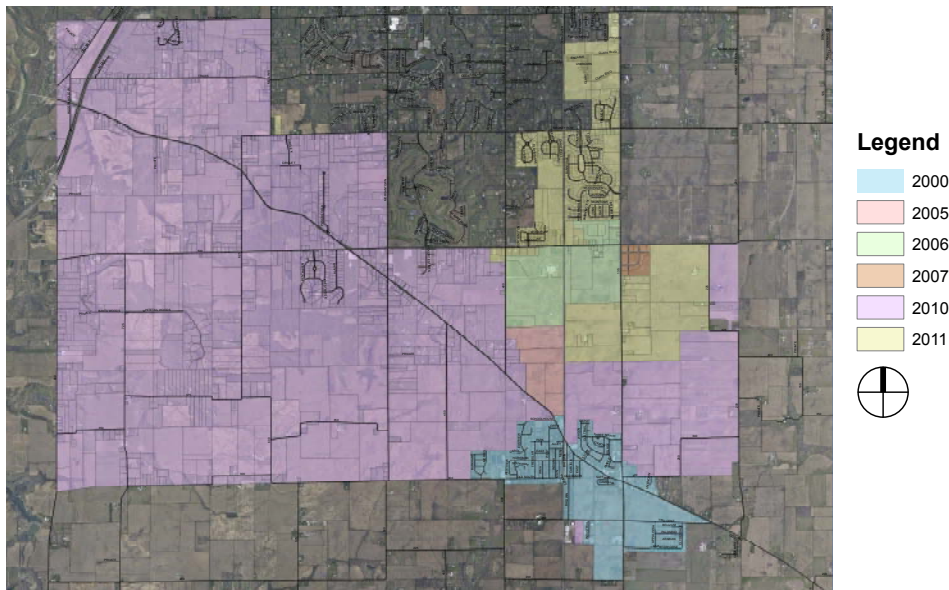
The Future Land Use Map on page 33 of this plan will help the Town target growth areas and prioritize services in the future. Overextending utility and other infrastructure services can decrease efficiency and therefore increase user fees. For more information on guiding growth through infrastructure expansion, see page 100 "Profile: Creating a Capital Improvement Plan".

Profile: Annexation

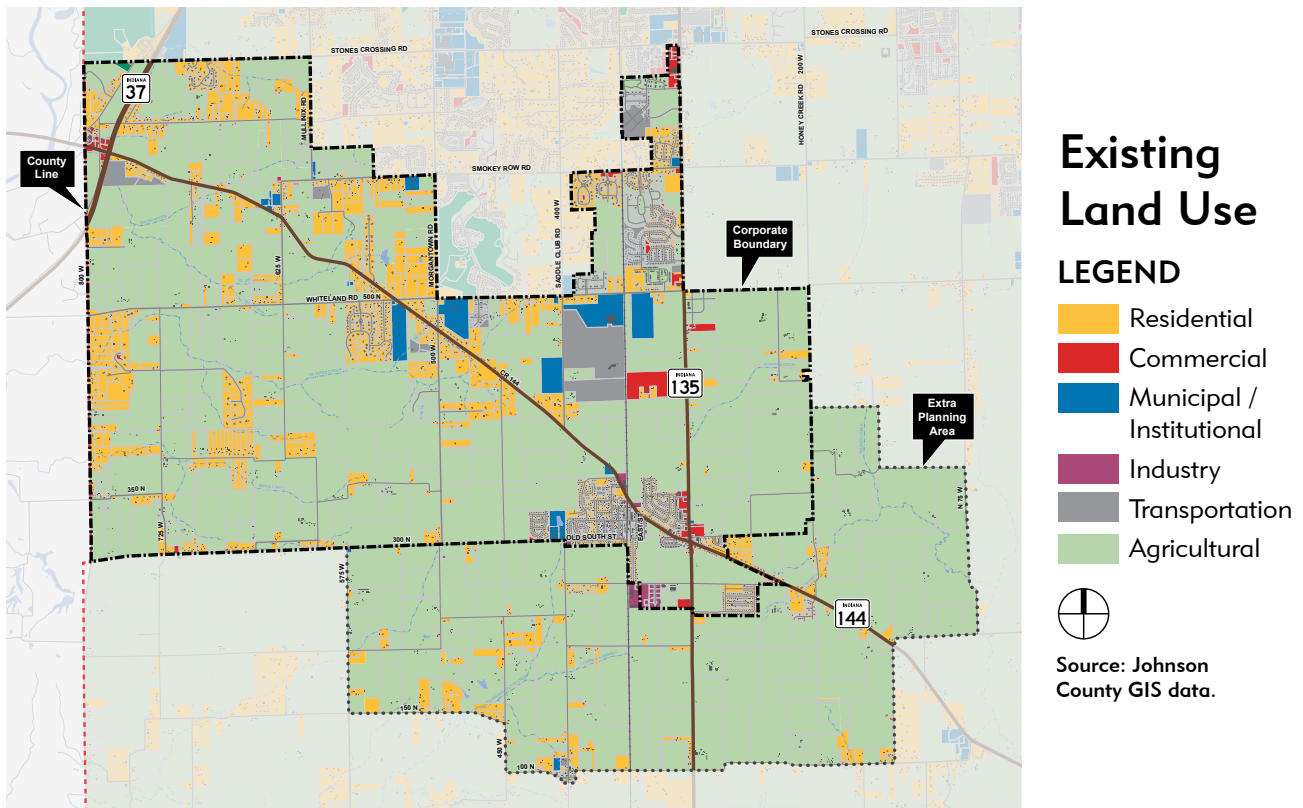
There are many viable reasons for a community to consider annexation.

- A city or town can only collect taxes within its incorporated area. Annexation assists communities in achieving a better balance between users of public services, like roads, parks and recreation, waste management, economic development efforts, and others, and those who actually pay into the taxing system that supports them.
- Annexation can assist a community to manage emergency services more comprehensively by collecting them into one unit of jurisdictional government.
- Annexation can help a community better plan for its future. Certain areas may be desirable for either focused growth or protection from development. By annexing that land, plans can be put in place to ensure that the goals of a city or town are supported with regard to the land on a community's edges.
- Annexation can provide an effective growth management tool. Communities often implement policies that require potential municipal utility customers to agree to voluntary annexation either at the time of extension or in the future, as determined by local decision-makers.
- Annexation provides a voice to residents and businesses who previously may have been outside of the incorporated limits, but were affected by policies being made within the community. By annexing them, they are given opportunities to participate in public policy and run for public office.

Source: Adapted from "Why Annex?" - City of Kokomo, <http://www.cityofkokomo.org>



Annexation areas that occurred between 2000 and 2011. Source: Town of Bargersville.



Land Use Patterns & Trends

The Existing Land Use map (page 25) represents land use that existed in Bargersville as this plan was written. The categories are based on land use according to tax records. The majority of the land within Bargersville's incorporated area is undeveloped natural area and agricultural land (69.1%). Residential development, including rural residential, urban residential close to the old town, and newer residential subdivisions, equate to 22.0% of the land area. Institutional uses (parks, schools, and municipal property) make up 2.4%, while commercial and industrial development make up only 1.9% of Bargersville's incorporated area. Existing commercial development is a mix of older and newer businesses primarily along SR 135. The remaining land is devoted to roadways. These existing land uses will influence future land use, which will ultimately reflect the character, growth potential, and development patterns of the area.

Goal 1: Provide a Sustainable Balance of Land Uses



1 Support Responsible Development

Encourage economically and ecologically sustainable development that considers the potential effects of development on quality of life, community connectivity, marketability, and natural systems.

2 Support Targeted Growth Areas

Reserve large tracts of land at key intersections and on primary highway corridors / thoroughfares for non-residential development that can generate new sources of tax revenue and employment opportunities.

3 Plan for Balanced Growth

Promote growth management methods that keep residential growth concurrent with non-residential growth and infrastructure improvements.



4 Maintain a Well-Connected Transportation Network

Encourage connectivity by providing motorized and non-motorized linkages between housing, municipal services, commercial businesses, employment centers, and recreation areas.

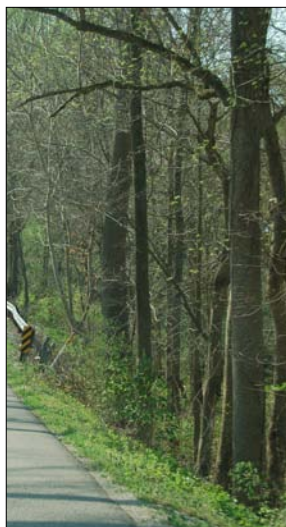


5 Reserve Open Space

Proactively plan for land acquisition and development of open space in natural areas for passive recreation and in the vicinity of growing populations for more intense active recreation.

6 Increase Opportunities for Light Industrial, Business Park, and Industrial Use

Identify locations most suitable for light industrial, business park, and industrial growth including assembly, distribution, research, corporate headquarters, or similar uses.



Bargersville has several thickly wooded areas.

Profile: Balancing Land Uses

Just like people, communities have to pay their bills. Their funding comes from tax collection, and often the residents of a community pay taxes not only to their town, but also the county, school district, and other organizations such as townships, libraries, and utility districts. Recently, Bargersville has seen a large amount of executive housing construction but, despite common misconceptions, expensive residential development does not significantly contribute to total tax revenues. This is especially true in Indiana which passed a law in 2010 limiting owner-occupied residential property taxes to 1.0%. In addition, housing development tends to bring expenses like extended utility services, additional public right-of-way to maintain, and additional students within the local

school system, not to mention additional demand for parks and other community amenities.

On the other hand, new commercial or industrial developments do not themselves generally create additional burdens on school systems, and their sales or trade generates revenue. These developments, along with rental property and farmland, all contribute a higher rate of tax revenue than owner-occupied housing (farmland and rental property are taxed up to 2.0%; businesses and other forms of property up to 3.0%). In order to have a balance of tax revenue, businesses, farmland, rental property, and owner-occupied housing must occur within the same taxing district in proportions that support community needs.

Goal 2: Create an Environment for Commercial Development to Serve Citizens Within and Outside of Bargersville

1 Establish Commercial Nodes

Create commercial nodes interspersed throughout the town as designated on the Future Land Use Map to serve neighborhoods and the region. Avoid competition between economic centers by assigning each a different purpose; for example, downtown mixed-use, civic and retail, or office/technology park.



2 Focus Efforts and Enhance Connectivity

Develop or revitalize targeted and planned commercial areas through public improvements to create attractive, economically viable commercial and mixed-use sites that are bicycle and pedestrian oriented.

3 Diversify Retail

Increase the range of retail opportunities within the community to strengthen and expand the Town's tax base.

4 Enhance Corridor Development

Encourage high-quality development and redevelopment of sites, buildings, and amenities for commercial properties along SR 135 and other thoroughfares.

5 Improve Older Architecture

Initiate programs to encourage the improvement of older commercial buildings that are likely to remain for the foreseeable future or are positive contributors to community goals, including improvements to facades, signage, parking areas, landscape, and site amenities.

6 Enable and Facilitate Innovation

Create Planned Unit Developments where necessary to allow flexibility in land uses and innovation in design while still maintaining the quality Bargersville desires.

Goal 3: Maintain Quality Housing Opportunities

1 Encourage a Diverse Inventory of Housing

Continually evaluate proposed housing developments in light of population forecasts, existing housing stock, and current and future community and regional needs to ensure a balance of housing (ownership, pricing, style, and type) to serve all segments of the market equally (age, income, race/ethnicity).



2 Respect the Natural Environment

Maintain Bargersville's pastoral views, rolling hills, and dense woodlands by encouraging, where appropriate, conservation subdivisions (see Chapter 6: Natural Systems and Agriculture, page 78) and similar low-impact developments. Major subdivisions as defined by the Subdivision Control Ordinance should be located in the vicinity of and required to connect to town water and wastewater utilities. "Leapfrog development" should be discouraged.

Leapfrog Development:
New development separated from existing development by substantial vacant/agricultural/natural land.

3 Consider Impacts to Local Infrastructure and School Systems During Approval Processes

Consider the impact to school and property tax systems prior to residential development approval. Encourage developers of certain size subdivisions

Profile: Housing Diversity

One of the most significant investments a person can make in their life is in homeownership. However, many individuals and families may not choose homeownership due to income, family situation, or personal preference. In order to ensure a diverse population with regard to age, income, and mobility, an equally diverse supply of housing is necessary. All stages of life should be considered including young families and recent graduates who want to enter the housing market, moderate income families who are growing, established professionals who desire larger living spaces, and retirees and empty nesters who may wish to reduce their living area and housing responsibility.

Some of these housing types are often referred to as "affordable". A common misconception is that

"affordable" means "subsidized". Subsidized housing is utilized by low- or very low-income households who cannot afford to occupy market rate housing due to disability, age, or other factors. Affordable housing is defined as housing that costs the occupant no more than 30% of a household's income including taxes and utilities. This can apply to all income levels.

Regardless of affordability, location (urban, suburban, or rural), or density, housing should always be created in ways that lengthen lifespans and encourage durability and sustainability. Ways to accomplish this include utilizing attractive, durable building materials, well-landscaped lawns and common areas, garages or screened parking, courtyards, or walking trails, among others.

to conduct fiscal impact analyses and address direct impact to infrastructure and roadway facilities.

4 Encourage Housing Developments that Creatively Enhance the Concept of a Neighborhood

Encourage subdivision layouts which provide efficient traffic distribution and links to existing neighborhoods, public facilities, and natural features. Encourage sidewalks throughout new neighborhoods on both sides of streets.



This neighborhood features architectural details and pedestrian facilities.

5 Encourage Connectivity and "Walkability"

Maintain appropriate lighting and safe, pedestrian-friendly sidewalks and multi-use trails within and between neighborhoods and commercial areas, schools, churches, and/or recreational facilities.

Goal 4: Continue the Agricultural Heritage

1 Identify Agricultural Resources

Provide an agricultural district within the Zoning Ordinance similar to the agricultural designation on the Future Land Use Map of this plan.

2 Promote Agricultural Preservation

Protect agricultural land (grain crops, vineyards, livestock) from the effects of new development.

Profile: Fiscal Impact Analysis

Fiscal Impact Analysis (FIA) is a tool that can be used to determine the fiscal impact that a proposed development will have on the local government's ability to provide needed infrastructure and services to that development. It compares the tax revenue generated by the proposed development with the services it will require (roads, utilities, public safety, schools, etc.) and the resulting public cost of providing those services. In this way, the local government can gauge whether the proposed development would possibly pay for itself or if it would create a fiscal strain on the community.

Fiscal Impact Analyses must be based on the most recent, accurate data.

- First, operating costs (cost of public services) for each public service must be prepared. This can be done on a detailed level by determining the

cost of providing services to different land use types. The result is a series of multipliers that can represent the per-acre or per-unit cost of providing each community service.

- Second, estimate the revenues that the community would collect from the proposed development considering all local taxing districts (property, school, library, parks, etc.).
- Finally, compare the results. If the comparison determines that a development's "cost" to the community will exceed the revenue, other tools, like impact fees (Profile: Impact Fees, page 51), can be used to offset this condition.

It should be noted that this is an estimate only, and that it should not be used as the sole decision-making tool when a land use proposal is evaluated. It can, however, prove to be an enlightening process for local officials and the public if implemented effectively.



Agricultural facilities in downtown Bargersville.

Action Items

- Refer to the Comprehensive Plan and Future Land Use Map when making decisions on development proposals and particularly consider the broader impacts of proposed uses that may deviate from the plan.
- Update the Zoning Ordinance to allow mixed-use development in all commercial zoning districts.
- Consider creating additional corridor overlay districts or a Planned Unit Development for mixed use to address target growth areas.
- Consider adopting a Complete Streets Policy for both new development and existing high-traffic areas.
- Ensure that the Parks Master Plan update identifies sites to target for potential acquisition for community-wide open space and recreation facilities.
- Update the Zoning and Subdivision Control Ordinances to assure that all types of housing can be built in Bargersville including downtown infill single-family, mixed-use residential, and “live-work” housing opportunities.
- Require a Fiscal Impact Analysis for development proposals for more than 100 lots to evaluate the financial relationship between land use, schools, infrastructure needs, and public safety services to determine the best mix of uses to sustain a balanced tax base.
- Continue to include the Center Grove School District in development plan review meetings to monitor the potential impact of new subdivisions.
- Amend the Zoning Ordinance to include an A-1-F Agricultural District as the lowest intensity classification of land use in the incorporated area.

The Land Use Plan

The Bargersville Land Use Plan and Future Land Use Map are conceptual guides to land development. The Future Land Use Map depicts a summary of the vision, goals, and recommended land use for areas already within the Town limits and those areas within the two mile extraterritorial jurisdiction south and east of the Town. State law allows municipalities limited control of development within the extra territorial jurisdiction to better guide and direct growth in unincorporated areas of Johnson County.

This Plan should be used to assist the Plan Commission, Town officials, and Town staff in making decisions that balance development with conservation of natural, cultural, and historic resources. Development should not outpace infrastructure improvements or the ability of the Town to maintain those improvements. The Future Land Use Map should be referred to when development or subdivision plans and rezoning requests are submitted to the Town, and when areas are

being considered for annexation. As stated earlier, the Land Use Plan and Future Land Use Map are a guide and while the actual pattern of land development may vary somewhat, the principles should be maintained.

The Future Land Use Map

Creating a Future Land Use Map begins with an examination of existing land use, as reflected by the underlying zoning and land assessment as shown in the map on page 25. The future land use map integrates transportation, public facilities, and community vision and designates for largely undeveloped areas.

The designations beginning on page 34 describe the character and combinations of land uses and the policies that seek compatibility between potential uses. Unlike zoning districts that prescribe land use on a micro level, parcel by parcel with detailed development and performance standards, future land use designations represent the macro level.

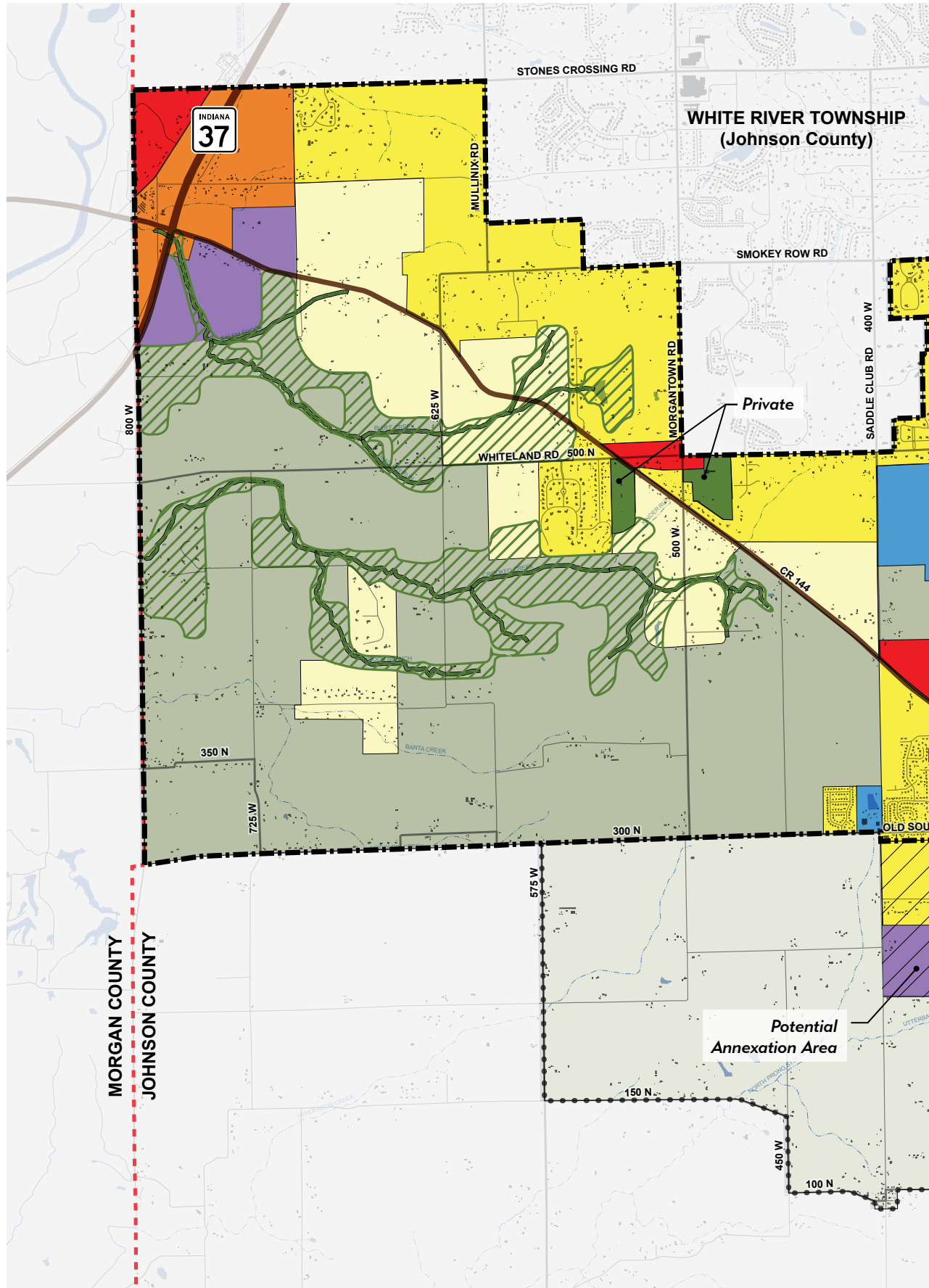
Currently, Bargersville has significantly more undeveloped land than developed land within the Town limits with varying degrees of utility service and many roads not yet up to the standards of the Town's Thoroughfare Plan (page 113). The Future Land Use Map on the following page reflects the population projections for the Town and County over the next five to ten years. Acknowledging the Town's desire for continued growth and the uncertainty of the economy, two land use maps that look beyond a 10-year horizon are included in Appendix B, page 143. Together, these maps illustrate a gradual expansion of growth to ensure the manageable and sustainable extension and/or improvement of community infrastructure.

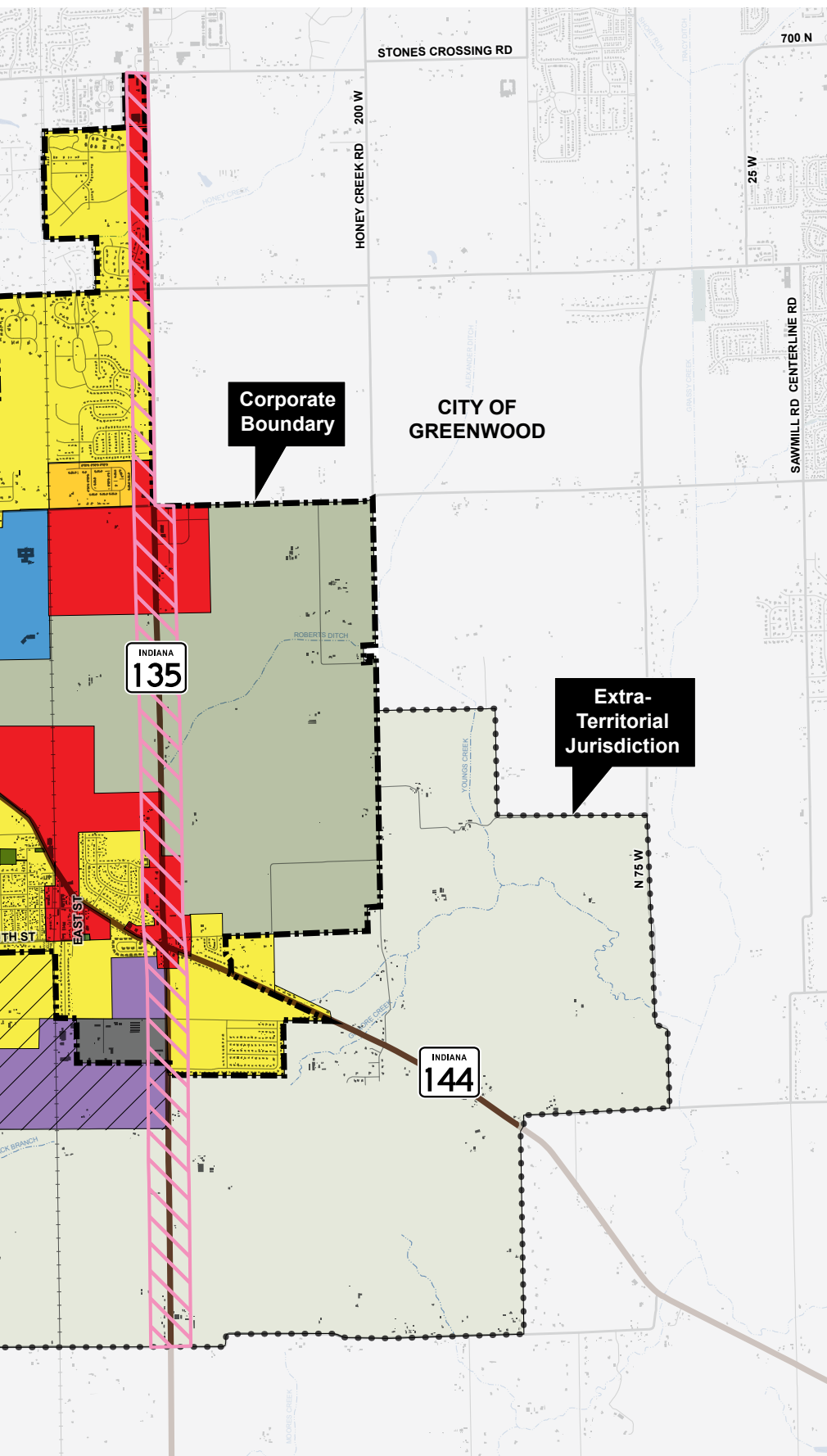
Stewardship of Land / Management of Community

It is the responsibility of Bargersville's elected and appointed officials to be good stewards of the Town's resources. Education, consistency and continuity of leadership are critical to the implementation of this plan's recommendations and the community's success. The Plan Commission and other community leaders should revisit the Future Land Use Map at least every two years to determine if it should be amended to accommodate rapid or unexpected growth.

Each time a development proposal is presented to the Town, the Plan Commission and Town Council during their evaluation should ask:

- Is the area serviced by municipal water and sanitary sewer?
- Is the area contiguous to existing or approved development?
- Has a fiscal plan been prepared to identify impacts to the Town?
- If within or adjacent to an area designated as trail or open space, has land been set aside or designated for community-wide public access?





Official Future Land Use Map

LEGEND

- Rural Residential
- Suburban Residential
- Urban Residential
- Mixed-Use Highway Commercial
- Mixed-Use Neighborhood/Community Commercial
- Light Industrial / Business Park
- Industrial
- Municipal / Institutional
- Recreation / Conservation
- Wooded Land
- Agricultural
- Corridor Overlay (Zoning Ordinance - 500' from Center Line)



Source: Base Mapping - Johnson County GIS data.

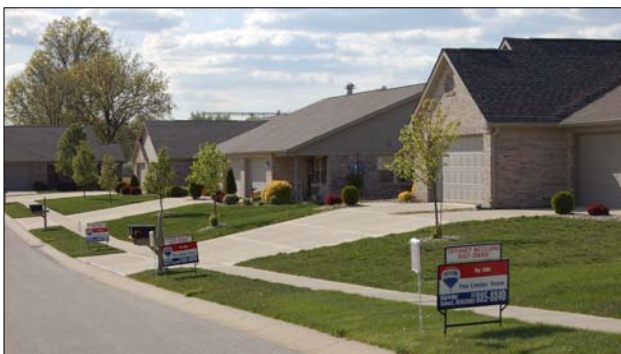
NOTE: This is the Official Future Land Use Map for the Town of Bargersville. There are two additional maps on page 143 intended to be used as guides for future updates to this Official Land Use Map as the community develops and utility systems are extended accordingly.



Agricultural / Rural Residential

Typical Uses: This designation is intended for areas with traditional farming practices such as crop production, livestock raising (grazing, confined feeding, and processing), storage/distribution facilities including grain elevators and silos, agricultural research, stables, agritourism activities (farmer's markets, roadside stands, winery), and other natural and food production related activities. Some residential development is appropriate within this designation, though it should occur at very low densities.

Characteristics: Agricultural / Rural Residential areas predominate in Bargersville. New residential land owners seeking rural character should be aware of the noise, odor, dust, and farm equipment traffic that occurs with these areas. These properties are not likely to be served by municipal utilities, relying on individual well and septic fields.



Suburban Residential

Typical Uses: This residential category includes primarily single-family detached residences. These neighborhoods have larger lot sizes and setbacks, and lower densities, than in-town urban residential properties. A diversity of home size is encouraged. Suburban residential growth should be directed to areas with adequate access to utilities, transportation facilities and commercial opportunities. Suburban residential development is compatible with neighborhood-scaled commercial, places of worship, and schools.

Characteristics: Suburban Residential neighborhoods should be designed to promote vehicular and pedestrian connectivity within and between neighborhoods and other uses. Sidewalks and street trees provide important functional and aesthetic benefits. Design standards may be necessary to reduce monotony and encourage social interaction. New development should be required to connect to municipal utility services.



Urban Residential

Typical Uses: This designation refers primarily to the traditional neighborhood pattern in the vicinity of Old Bargserville. It is primarily single-family residential development but could also include a mix of duplexes, townhomes and other attached housing styles. Growth should occur in a similar pattern.

Characteristics: This development pattern exhibits a high level of connectivity, typically via a grid street network. Typically, there is proximate access to parks, commercial centers, and civic buildings. Urban Residential is usually moderate to high density, which is desired in town centers or for targeted growth nodes. Walkability (presence of sidewalk infrastructure and desired destinations located nearby) and opportunities for alternative transportation are important components. New development should be required to connect to municipal utility services.



Mixed-Use Highway Corridor

Typical Uses: The Mixed-Use Highway Corridor designation is intended to provide an appropriate pattern of higher intensity development along major transportation corridors such as SR 135 and SR 37 in Bargserville. Typically includes land uses such as retailers, offices, food services, lodging, entertainment, and health care providers, all of which draw customers from the community and region.

Characteristics: Typically located along major arterial routes and intersections. Uses planned for these areas require high visibility (enough daily traffic to support significant sales), convenient access, and connectivity to the greater community. New development should be encouraged to consider employing cohesive architectural styles and internal vehicular circulation to reduce congestion on main thoroughfares. New development should be required to connect to municipal utility services.





Mixed-Use Neighborhood / Community Commercial

Typical Uses: This designation represents small- to medium-scale commercial development with an emphasis on serving surrounding residential neighborhoods. These areas may include high density multifamily residential uses combined with commercial uses such as convenience stores, cafes, dry cleaners, and personal care shops.

Characteristics: These commercial centers are typically located at significant intersections or nodes with adequate visibility (enough daily traffic to support sales) and where businesses can share a pool of customers. It is desirable to have neighborhood connectivity via walking or bicycling. The visibility of this type of development sets the tone for the community image, reinforcing the need for high quality development standards for site design, building materials, landscaping, and architectural features. Controlled access, cross access easements, and internal roads are key to minimizing congestion.

See Chapter 5, for characteristics specific to Downtown.



Light Industrial / Business Park

Typical Uses: This designation includes professional and business services, light assembly plants, flex-tenant type facilities, and research and development businesses. Accessory commercial uses such as banks, coffee shops, fitness centers and daycare may also be located within this designation.

Characteristics: These business facilities should have good highway access and connectivity to highways and main thoroughfares, as well as good internal circulation. The tendency for these developments to serve as major employers warrants a need to consider connectivity to nearby neighborhoods (potential resident workforce) and the possibility of public transit. Attention should be paid to architecture, building orientation, landscaping, and signage to ensure cohesive design that will attract future investors. Shared stormwater detention, access management, railroad access, and parking/loading area screening should also be incorporated.



Industrial

Typical Uses: The Industrial designation encompasses such uses as large manufacturing facilities, distribution, warehousing centers (not self-storage), processing plants, and other similar businesses. Industrial uses require significant utility services for production as well as protection (fire suppression, etc.).

Characteristics: Areas for industrial land uses are limited in the Town (south of Old Bartersville) as they are less compatible with other desired land uses. This use typically produces the greatest amount of large truck traffic with a strong dependence on the roadway network. They have the potential to generate noise, vibration, dust, or odor as well. Industrial facilities should be located on large lots that can accommodate business and future expansion needs. To minimize the impact on surrounding land uses, perimeter fencing and vegetative screening are encouraged.



Municipal / Institutional

Typical Uses: Institutional uses include civic uses such as libraries, schools, town offices, fire stations, and utilities, as well as hospitals, places of worship, and similar land uses essential to the community's efficient operation and overall well-being.

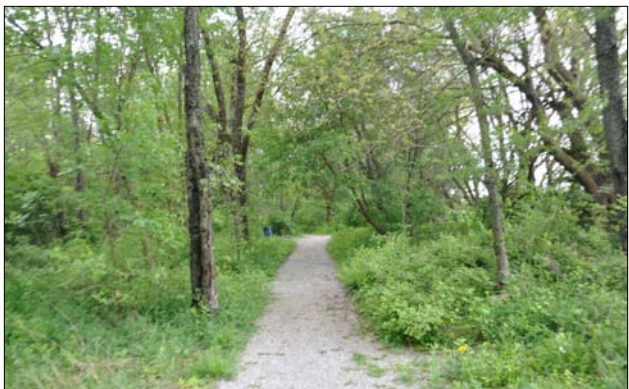
Characteristics: Institutional uses are often integrated into the community close to the populations they serve. For example, libraries, churches, and schools could be considered compatible uses within Urban and Suburban Residential areas as well as Mixed-Use Neighborhood / Community Commercial areas. However, some uses listed above may require larger settings separate from residents, such as utility treatment plants, schools, or hospitals, that may require significant amounts of land or that generate high quantities of traffic. Site planning, architectural design, and landscaping set the tone for the image and identity of the community and should be carefully evaluated.



Recreation / Conservation / Open Space

Typical Uses: This designation refers to lands that should remain free from the impacts of development. These may include both active and passive recreation areas. Passive areas are woodlands, creek corridors, natural trails, picnic areas, and undeveloped open spaces. Active recreation includes but is not limited to sports fields and courts, golf courses, or suitable areas for facilities like trails or developed community parks.

Characteristics: Land within these areas should be protected from intense development. The intent is to preserve both the sensitive natural resources that may be contained within, and to reserve land for active lifestyles, social interaction, and access/exposure to, the natural environment. Certain natural corridors, especially through heavily wooded areas or along natural waterways, may be highly suitable for publicly accessible, low-impact trail systems. Recreation areas should be accessible from the road network and from neighborhoods and commercial areas.



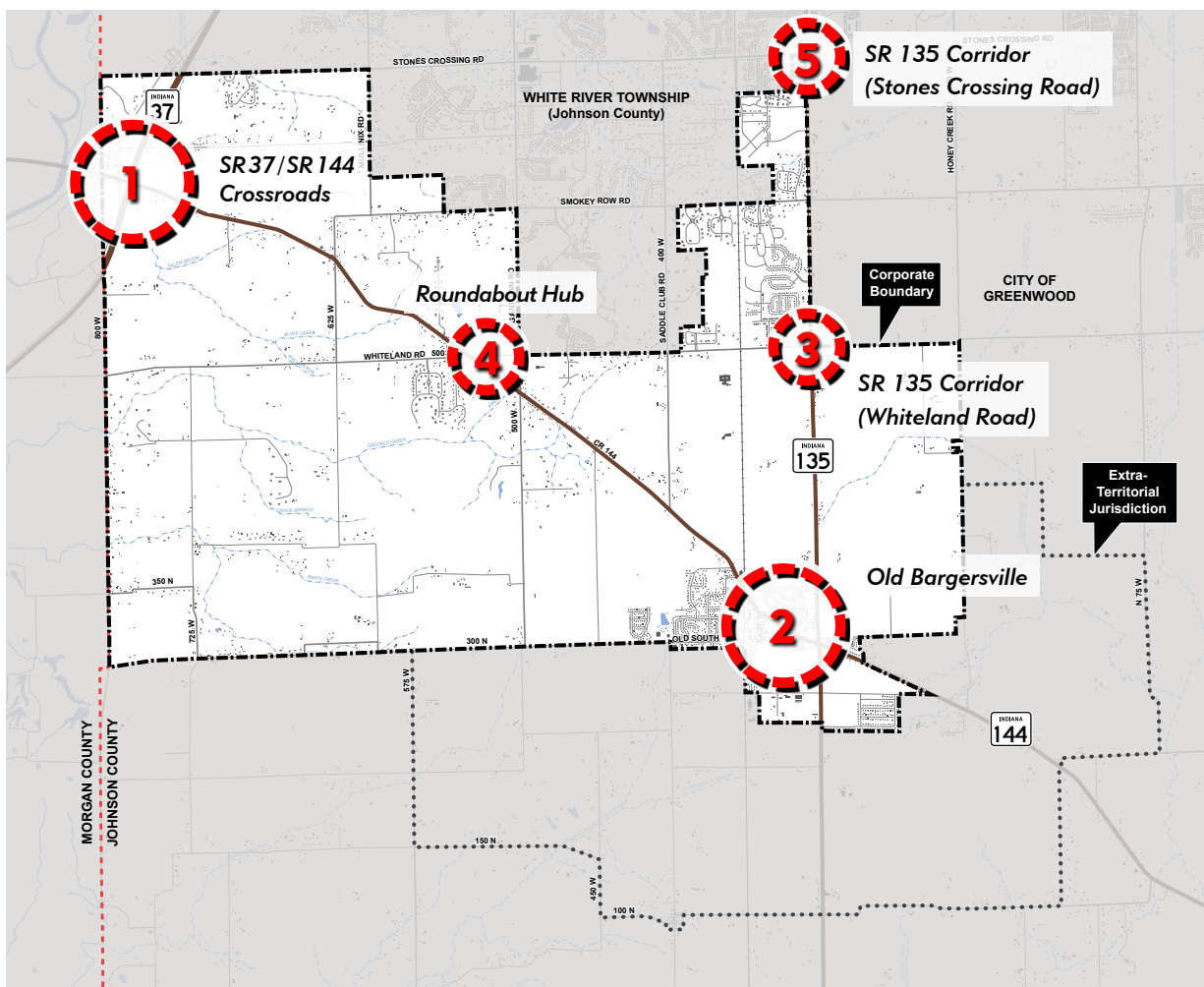
Wooded Land

While not an official land use designation, these areas were the most heavily wooded during the development of this plan. They provide shelter and habitat for wild animals, and the wooded corridors, which often follow streams, provide opportunities for safe movement between larger habitats and sources of food. Without these areas, many native species could not survive.

These areas also provide opportunities for residents to enjoy undeveloped natural areas, where publicly accessible. When conserved or used for either of these purposes, the land should remain as natural as possible. Trails constructed of low-impact materials, such as the trail shown at left, would be appropriate for public access.

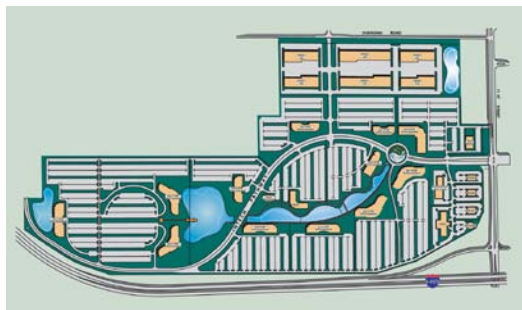
Targeted Commercial and Mixed Use Development

Growth management is not about control, but about balance and suitability. That being said, Bargersville should make every effort to retain existing business and to capture new growth within the region. Best planning practices suggest that new development be relatively contiguous to existing, and compact as it makes financial sense to extend utilities from designated center points and not disperse development in greenfields or leapfrog across undeveloped areas. Five areas are selected as highly suitable for urbanized development in the next 5-10 years because of good vehicular access, availability of utilities and the proximity of population.



Targeted
Growth Areas





Example of a PUD plan that establishes building location, parking, circulation, entries and open space in a business park.

1. State Road 37 / State Road 144 Crossroads

This intersection has been identified as an interchange for the I-69 corridor with an estimated date of completion in 2025. In anticipation of this occurrence, Bargersville should be proactive in attracting desirable development that will provide maximum economic benefit, and at the same time define an attractive community gateway. This area should be master planned with recommendations for compact development and designed to be compatible with neighboring properties while communicating the Town's desired image.

A Planned Unit Development (PUD) for properties at that intersection is one tool to accomplish these recommendations. A PUD is essentially a unique zoning district that includes its own standards for architectural design, landscaping, signage, vehicular and pedestrian connections, and sensitive integration into the agricultural and rural residential landscape. The extent of the PUD or future development should occur within a one-mile radius of the center point of the intersection.

Whether part of a PUD or not, development of this potential size would require technical review (utility, fire protection, structure design, lot layout, signage, circulation, etc.) as each phase of development is proposed and constructed. It will be essential to have staff or contracted employees familiar with these practices.



Intech Park - a business park that integrates innovative stormwater management, sustainable site design, employee amenities, and architectural detailing into the overall design.

2. Old Bargersville (SR 135 / Old Plank Road / Main Street)

The Bargersville town center is generally considered to be what was once called Old Town. The area includes the downtown area of Bargersville centered on the railroad tracks, residences west of downtown, and the area around SR 135 near Old Plank Road (SR 144). The areas may look separate, but should be planned for as a cohesive commercial/residential mixed-use hub with compatible and contextual development. Similar to the Waverly area, the extent of future development intensity should occur within a half-mile radius of the center point of the intersection.

Additional recommendations for Old Bargersville can be found in the "Future Commercial Growth" section of Chapter 4: Economic Development, page 53, and Chapter 5: Downtown.



An urban mixed-use development featuring on-street parking, amenities for pedestrians and cyclists, street trees and lighting, and first-floor business with higher-floor residential units.

3. SR 135 Corridor (Whiteland Road)

The SR 135 corridor is a highly traveled corridor connecting Indianapolis to southern Indiana. In 2011, Bargersville annexed a narrow arm along SR 135 north of Whiteland Road to Stones Crossing Road between Greenwood and White River Township. The annexation included a retail center with the intention of expanding retail and office uses south. The corridor has been identified as the northern gateway to Bargersville and as such how it is developed will determine the image and how the community is perceived. To avoid the strip commercial character of other corridors in the region, it is desirable to direct and concentrate future mixed-used village type development at designated intersections such as Stones Crossing Road, Whiteland Road, and SR 144. The extent of the future development should occur within a quarter-mile radius of the center point of the intersection. Depending on the market and as growth occurs, this plan may be updated to expand the development areas.



Neighborhood commercial development similar to those shown above would be suitable for the SR 135 Corridor.

4. Roundabout Hub (Whiteland Road / Morgantown Road / Old Plank Road)

More than 100 years ago, the town of Kinder existed at this crossroads. The intersection is one of the targeted areas for development in Bargersville because of the junction of Whiteland Road, Old Plank Road (SR 144), and Morgantown Roads in the vicinity and the recreational opportunities presented by the golf course, football fields, and soccer complex. It makes sense to stake a center point at the roundabout, opened late 2012, and grow a mixed-use village community concentrically from there. The extent of the future development should occur within a half-mile radius of the center point of the intersection.

5. SR 135 Corridor (Stones Crossing Road)

There is a narrow strip of commercial development annexed by the town of Bargersville on the southwest corner of the intersection of SR 135 and Stones Crossing Road. The Johnson County Comprehensive Plan, *Plan the Land*, identifies the areas with the County east and west of this strip as a "growth area" and it is designated Suburban Residential. This designation is characterized by a density of more than one unit per acre, and may even include other forms of housing such as multiple family developments. Most suburban residential areas, however, will be typified by single family neighborhoods and all should be served by municipal sewers and have access to the county road network only through shared local streets (no individual driveways on a county road (collector or arterial)).

General Recommendations

The development criteria listed below should be followed when new development occurs and should be included in new regulatory language in the revised Zoning and Subdivision Ordinances, Transportation Plan, and Construction Standards Manual of practice.

- Encourage mixed-use development that enhances the overall character of the development.
- Encourage sustainable development.
- Incorporate open space, recreational facilities, and other public facilities into development when appropriate.
- Provide sidewalks and/or bike trails.
- Locate utilities underground.
- Provide space for street trees in or adjacent to the right-of-way.
- Incorporate technology into infrastructure planning.
- Limit access on major corridors to ensure safety and more effectively encourage appropriate development. Refer to Chapter 9: Transportation for more information and recommendations on limited access.

A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white mass. The background is a clear, light blue sky. The overall image has a soft, slightly blurred quality.

CHAPTER 4

ECONOMIC DEVELOPMENT

Analysis

This chapter examines both Bargersville's economic past and its potential future, with the goal of strengthening the community through increased employment, tax revenue, and opportunities to sell goods and services to new, basic employers.

These opportunities are important because the Town does not have a multi-faceted economy. There are few local employers and not much land ready to go for industrial uses. Recent annexations have vastly increased the amount of land in Bargersville that has to be developed, maintained, or preserved. Fortunately, the annexations have also greatly increased the opportunity for growth within the new Town limits.

A few key points:

- Limited industrial land is available on small lot sizes
- Need for developing larger greenfield sites zoned for industrial
- Expanded infrastructure, especially sewer and broadband, is critical for attracting new development
- Improve the Town's attractiveness for small service firms moving out of Greenwood and Indianapolis
- Commercial growth is developing on its own

Economic History

The Town of Bargersville was established in 1880 and manufacturers included a saw-mill and a tile factory. New Bargersville "sprang up" after the Illinois Central Railroad located a depot a half mile west of Old Bargersville in 1905. Development around the new depot happened swiftly.

Modern utilities came to town in the late 1920s with the first water tower, but downtown Bargersville maintained its rural charm. Livestock pens lined the railroad tracks along North Baldwin Street and temporarily held cattle bound for the Indianapolis stock yards. Joyce Core Jones, whose family owned a poultry and feed store across from the railroad, remembers Bargersville in the 1940s as a scene out of the old west. She recalls "it was just like a John Wayne movie."

By the 1950s the Switzer Canning Factory dominated the town's activities. The factory leased land from area farms for tomato production and hired local residents along with migrant workers to process the tomatoes.

But in the decades since, Bargersville, like most of America, has seen a decline in local manufacturing businesses and farming. For example, Cabinets By Nichols, Inc. currently occupies the former canning factory building.

The Bargersville Economy

One measure of a community's economy is the total earnings of all its employment sectors, including farms. Under these terms, the Johnson County economy produced \$2.1 billion in earnings in 2010, according to the U.S. Bureau of Economic Analysis. There are no corresponding figures for Bargersville's

portion of the total economy, but county data still provides useful information about the size of various employment sectors. For example, farm employment makes up only 0.8% of the county's total earnings. Professional and technical service jobs make up about 5% of the earnings.

Another measure of a community's economy is the gross assessed value of all its property (agricultural, industrial, commercial, and residential). That total for Bargersville is \$370 million. A further look at that number, however, reveals a weakness: the Town's land uses are not economically diverse. The property tax base is heavily reliant on homeowners instead of industries and businesses. In fact, about 84% of the assessed value of town property is residential, according to the Indiana Business Research Center.

That means residential taxpayers cover 84% of the cost of local government. In towns with greater economic diversity (more industries, for example) that number might be 50% or 60%.

Economic Indicators

There are a variety of statistical indicators that measure prosperity and successful economic development. Based on work over many years, it has been observed that communities prospering in the new economy have positive trends in the following four areas:

- Changes in population
- Changes in educational attainment
- Changes in wealth
- Changes in employment

Communities with a dynamic economy and high quality of life are keeping native residents and attracting new ones; they have a growing population. People move to where the opportunities are, for jobs, for an education, for cultural enrichment, for recreation, for a safe and healthy life. On the other hand, a declining population is a strong indication that the economy is stagnating and that basic amenities and public services are not competing well with the offerings in other communities.

Changes in educational attainment should indicate a workforce with an increasing number of individuals who have received post-secondary training or education. Effective educational and workforce development opportunities should address the needs of both employers and job seekers, whether they are just entering the workforce or are incumbent workers looking for a better opportunity.

Changes in wealth should be characterized by an increasingly prosperous middle class and a declining poverty rate. A successful local economy provides training and education on the one hand and adequate job opportunities on the other. The rising standard of living in low income households should lower the poverty rate and enlarge the middle class.

Successful local economies will also be characterized by changes in key employment sectors that continue to position their communities to thrive in

the global and national marketplace. This is especially true at the present time as the entire country continues its evolution from an economy which was manufacturing-based to one which is knowledge-based, technology-driven, and service-oriented.

In response to continuing advances in technology and the migration of labor-intensive jobs to the third world, successful communities are implementing strategies to slow the loss of old line manufacturers while they aggressively recruit and cultivate employers participating in the new economy. Changes in employment by sector will indicate the extent to which communities are successfully making this transition.

As the following information shows, Bargersville has positive trends for most of these statistical indicators.

Population: With the exception of the 1980s, Bargersville has seen a growth rate of at least 26% for each decade since 1970, with rates of 89% during the 1970s, 26% during the 1990s and 89% during the 2000s. Bargersville's population jumped by 25% between 2008 and 2009 alone, driven mostly by annexations. But even including annexations (which indicate populations shifts over political boundaries and not "natural" growth), Bargersville has a positive growth rate that's indicative of a desirable quality of life.

Age: Bargersville has a younger population than Indiana as a whole. For instance, only 8% of Bargersville residents are older than 65, according to the 2010 Census figures.

Education: The percentage of Bargersville residents with at least a high school degree increased from 80% in 1990 to 92% in 2006-2010. The percentage of residents with a Bachelor's degree or higher increased during that same time frame as well from 8% in 1990 to 28% in 2006-2010. Higher education levels means the workforce is attractive to knowledge-based and other desirable industries.

Income: Although the state median income has changed little since 1990, Bargersville's has increased by almost 10%, after adjusting for inflation. In 2010, the median household income in Bargersville was about 17% higher than the state median.

Another positive indicator, Bargersville and Johnson County have consistently posted lower poverty rates than the state as a whole since 1990.

Employment: As with the rest of Indiana, the major industries in Bargersville are manufacturing, educational services, healthcare, and social assistance. Close to 30% of all employees in Bargersville work in education, health, and social assistance, while more than 15% work in manufacturing. The next largest industries include retail, public administration, and other services, which collectively employ about a quarter of Bargersville workers.

Industrial Land

Bargersville Employers

Currently, Bargsville has a smaller industrial base when compared with other communities in Johnson County. According to the Johnson County Development Corporation (JCDC), the largest employers in Bargsville are Cabinets by Nichols and Umbarger & Sons, Inc. In addition, Mallow Run Winery has a significant number of employees, and the anticipated health care services of Johnson Memorial / Community Health Network and CarDon & Associates are expected to provide nearly 200 jobs together.

The following table, listing the largest local employers as of July 2012, demonstrates that there are not a lot of current opportunities for manufacturing jobs within the town limits.

Bargersville Major Employers		
Employer	Number of Employees	Description
Cabinets by Nichols*	20	Custom cabinet manufacturing
Umbarger & Sons, Inc.*	20	Agri-business specializing in feed, fertilizer, agri-chemical, grain, and seed
Mallow Run Winery	29	Agriculture, wine-making, tasting room
Johnson Memorial / Community Health Network**	100+	Healthcare
CarDon & Associates**	100+	Healthcare

*Source: Johnson County Development Corporation

** Anticipated for development in the near future

Development Sites in Johnson County

Bargsville is represented by the county's economic development corporation, which oversees most of the recruitment of new basic employers. A basic employer is one whose goods are sold outside the location where they are created, meaning that money from those sales flow back into the community.

New basic employers that locate anywhere in Johnson County can be beneficial to Bargsville because they create new jobs potentially available for all local workers.

But to take full advantage of basic employers in area, Bargsville needs to have businesses that provide goods and services to those industries. And the Town also needs to have land available for growth.

Available land for industrial development is limited in Bargsville. Most of it is available in the 20-acre Bargsville Industrial Park just south of SR 144 and one block west of SR 135 on Two Cent Road.

There are currently two adjacent 3.9 acre sites zoned for industrial along Two Cent Road. These properties are approximately 6 miles from the SR 37/144 intersection. Both sites feature connections for electric, gas, water, telephone, and cable utilities.

While it is important that Bargersville continue to promote its current industrial sites, the Town needs to be in the process of establishing larger sites at the same time. Employers interested in locating in a new area typically look for “greenfield” lot sizes of at least 10-20 acres that are fully served by infrastructure.

The following table lists land available for development throughout the county, none of which is in Bargersville.

Johnson County Available Land for Development						
Name	Address	City/County	Type	Acreage	For Sale	For Lease
Burton Earlywood Rail Site	Earlywood Drive	Franklin	Vacant land	Up to 36	Yes	No
Earlywood & Graham Road	Earlywood & Graham Road	Franklin	Vacant land	Up to 36	Yes	No
Franklin Business Park	Commerce Parkway	Franklin	Vacant land	Up to 187	Yes	No
Franklin Eastside Business Park	Jim Black Road & McClain Drive	Franklin	Vacant land	Up to 43	Yes	No
Franklin Tech Park	I-65 & SR 44	Franklin	Vacant land	Up to 70	Yes	No
Greenwood Partners County Line	Graham Rd. and County Line Rd.	Greenwood	Vacant land	6 - 95	Yes	No
Greenwood Partners Southpoint	Greenwood Partners Southpoint	Greenwood	Vacant land	16	Yes	No
Greenwood Springs Commercial Park	Greenwood Springs Commercial Park	Greenwood	Vacant land	2 - 11	Yes	No
Hurricane Industrial Park	Arvin Road & Amy Lane	Franklin	Vacant land	1 - 14	Yes	No
Precedent South Business Park – I-65 & Main St.	Main St. and Commerce Parkway	Greenwood	Vacant land	4 - 20	No	No
Southpoint Business Park	850 N. Graham Rd.	Greenwood	Vacant land	Up to 132	Yes	No
Southtech Park Land	N. Graham Road & Southtech Drive	Greenwood	Vacant land	26	No	Yes
Worthsville Rd.	Worthsville Rd.	Greenwood	Vacant land	40	Yes	No
486 E. Stop 18 Rd.	486 E. Stop 18 Rd.	Greenwood	Vacant land	21	Yes	No

Source: Johnson County Development Corporation, July 2012

The Indiana Economic Development Corporation (IEDC) lists two sites certified as shovel ready in Johnson County ("Johnson County Shovel Ready Sites", this page). This certification reduces potential costs of site development for businesses and enhances their marketability. Neither of the sites is in Bargersville.

Opportunities & Challenges

I-69 and SR 144

According to representatives from the JCDC, the areas in Bargersville with the highest potential for industrial development include the SR 37/I-69 corridor and the industrial park on Two Cent Road. Construction of I-69 in Johnson County is part of Section 6 of the project which is still in the planning phase. Environmental studies of the section are ongoing. As of the time of this comprehensive plan, INDOT does not have funding sources identified to complete the project beyond Section 4.

JCDC and Bargersville

Listing available properties and buildings in Bargersville is a priority for the Johnson County Development Corporation (JCDC). Cheryl Morphew, president & CEO of the JCDC, has been working with one building owner to get information to list online. JCDC intends to work with local brokers in Bargersville to compile an updated list.

Lack of infrastructure – sewer in particular – is a limiting factor in Bargersville's growth along 144 and SR 37. JCDC representatives have been involved with preliminary discussions with Bargersville regarding possible expansions of sewer infrastructure. Future discussions may occur between Morgan County and Bargersville about establishing a regional sewer district at the intersection of SR 37 and 144.

Both communities are exploring revenue to fund extension of sewer infrastructure to the area, but any development that requires wastewater treatment is at least

Johnson County Shovel Ready Sites

Property Name:	Franklin Business Park	Franklin Tech Park
Address:	Commerce Parkway	I-65 & SR 44
City:	Franklin	Franklin
Type of Space:	Industrial, Business Park	Industrial, Business Park
Minimum Subdivide:	6 acres	6 acres
Available:	187 acres	77 acres
Description:	Shovel Ready	Shovel Ready
Current Use:	Agriculture	Agriculture
For Sale:	Yes	Yes
Transportation		
Distance to Interstate:	1 1/2 miles	Adjacent
Distance to Nearest Highway:	1 mile	5 miles
Distance to Nearest Airport:	20 miles	20 miles
Distance to Regional Airport:	5 miles	5 miles
Rail Serve:	Yes	No
Distance to Rail:	On site	No
Utilities		
Distance to Electric:	On site	On site
Electric Provider:	Duke Energy	Johnson County REMC
Electric Volts:	230Kv, 69 KvVolts	12.5Kv 3 Phase Volts
Distance to Natural Gas:	On site	On site
Natural Gas Provider:	Vectren	Vectren
Distance to Sewer:	On site	On site
Sewer Provider:	City of Franklin	City of Franklin
Distance to Water:	On site	On site
Water Provider:	Indiana-American Water Co.	Indiana-American Water Co.
Water Main Pressure:	60 psi	80 psi
Distance to Telecom:	On site	On site
Telecom Provider:	CenturyLink	CenturyLink
Distance to Internet:	On site	On site
ISP:	Various	Various

Source: Indiana Economic Development Corporation

two years away. Businesses have expressed interest in the area but would require sewers for development. JCDC representatives believe the intersection of SR 37 and 144 is an ideal location for a mix of uses including commercial and industrial.

Likely Markets for Industrial Growth

Manufacturing is a key sector in Johnson County which primarily specializes in fabrication and assembly.

Representatives from the JCDC think that growing the light industrial sector in Bargersville makes sense. Logistics and warehousing are two other sectors that could take advantage of Bargersville transportation assets. Of course, the service sector along with retail and commercial will continue to play a large role in Bargersville. The defense sector is another possibility for Bargersville.

The development of the life sciences sector in Bargersville may be challenging without a large research university in the vicinity. However, the addition of medical centers along SR 135 at Stones Crossing and Whiteland Road may improve the town's attractiveness to life sciences businesses and other healthcare-related service businesses.

Redevelopment Commissions and Local Incentives

Bargersville has a redevelopment commission responsible for oversight and administration of the redevelopment needs and tax districts in the town limits. The Bargersville Redevelopment Commission was founded in 2007 and consists of five members appointed by the Town Council. The commission uses incentives – property tax abatement and tax increment financing (TIF) – to induce development to locate or expand within the community. The commission also addresses parking, roads, and other infrastructure issues since these are essential elements of business retention and development.

Redevelopment commissions, as listed under Indiana Code 36-7-14, have the power to:

- Acquire land
- Disposal/lease land
- Improve property
- Hire employees
- Contract for the construction of public improvements
- Accept grants
- Levy taxes in special taxing districts

In addition, Bargersville has a Redevelopment Authority of three members that was established in 2010. In order to accomplish the purposes of the Redevelopment Commission, the Authority has the power to finance, improve, construct, reconstruct, renovate, purchase, lease, acquire, and equip local public improvements and then lease those improvements to the Commission to accomplish the approved goals of the Commission.

Commercial Land

There has been slow but steady growth in commercial activity in Bargersville, with the potential for more in the future. Right now, about 13% of the assessed value of property is commercial. Most of that activity is taking place along SR 135.

The regionally known Bargersville Flea Market is located just north of the SR 135 / SR 144 intersection. Established more than 40 years ago and operating every weekend and holiday throughout the year, the flea market is both an asset and a liability. The Town can build on the notoriety of the market to enhance community perception and draw potential customers to other commercial nodes, but may want to consider relocating it to an area with safe, adequate, screened parking that is specifically designed and



Identification sign for the Flea Market.

Profile: Impact Fees

Development within any community can impact the pre-existing infrastructure systems including the roadway network, availability of open space, and sanitary sewer, water, and drainage systems. Indiana state law provides the opportunity for communities to enact impact fees on new development to fund these types of necessary infrastructure improvements.

What is an Impact Fee?

As defined by Indiana Code 36-7-4-1305, an impact fee is "a monetary charge imposed on new development by a unit (municipality) to defray or mitigate the capital costs of infrastructure that is required by, necessitated by, or needed to serve the new development." The capital costs can include construction/expansion of facilities including design, land acquisition including legal fees, and directly related administrative or planning fees.

The fees are charged to any development that would require a building permit, whether it is a grocery store or a single family home. For example, if a community wished to fund transportation improvements, it would charge an impact fee for each new vehicle trip that a development adds to the roadway. Therefore, if a single family home creates 10 new vehicle trips, the per trip fee would be multiplied by 10 to arrive at the total impact fee. The fees collected are then reserved in a special account that is later used to fund the necessary improvements.

How Are Impact Fees Established?

The Indiana State Code (IC 36-7-4-1300 Series) defines a detailed process that a community must follow in order to enact impact fees. A general summary of this process is as follows:

- The community must first designate an Impact Zone, the geographic area where the impact fee will be assessed to new development.
- Next, a Zone Improvement Plan must be prepared, specifying the infrastructure improvements that will be made within the Impact Zone with the funds generated by the impact fee. The Zone Improvement Plan is then adopted as a component of the community's Comprehensive Plan.
- Finally, an Impact Fee Ordinance must be prepared which specifies the exact Impact fees that will be charged to development. The fees are calculated based on the cost of the improvements that are specified in the Zone Improvement Plan. The Impact Fee Ordinance is then adopted as a component of the Zoning Ordinance.

State law provides specific requirements and standards for the definition of Impact Zones and the content of Zone Improvement Plans and Impact Fee Ordinances.

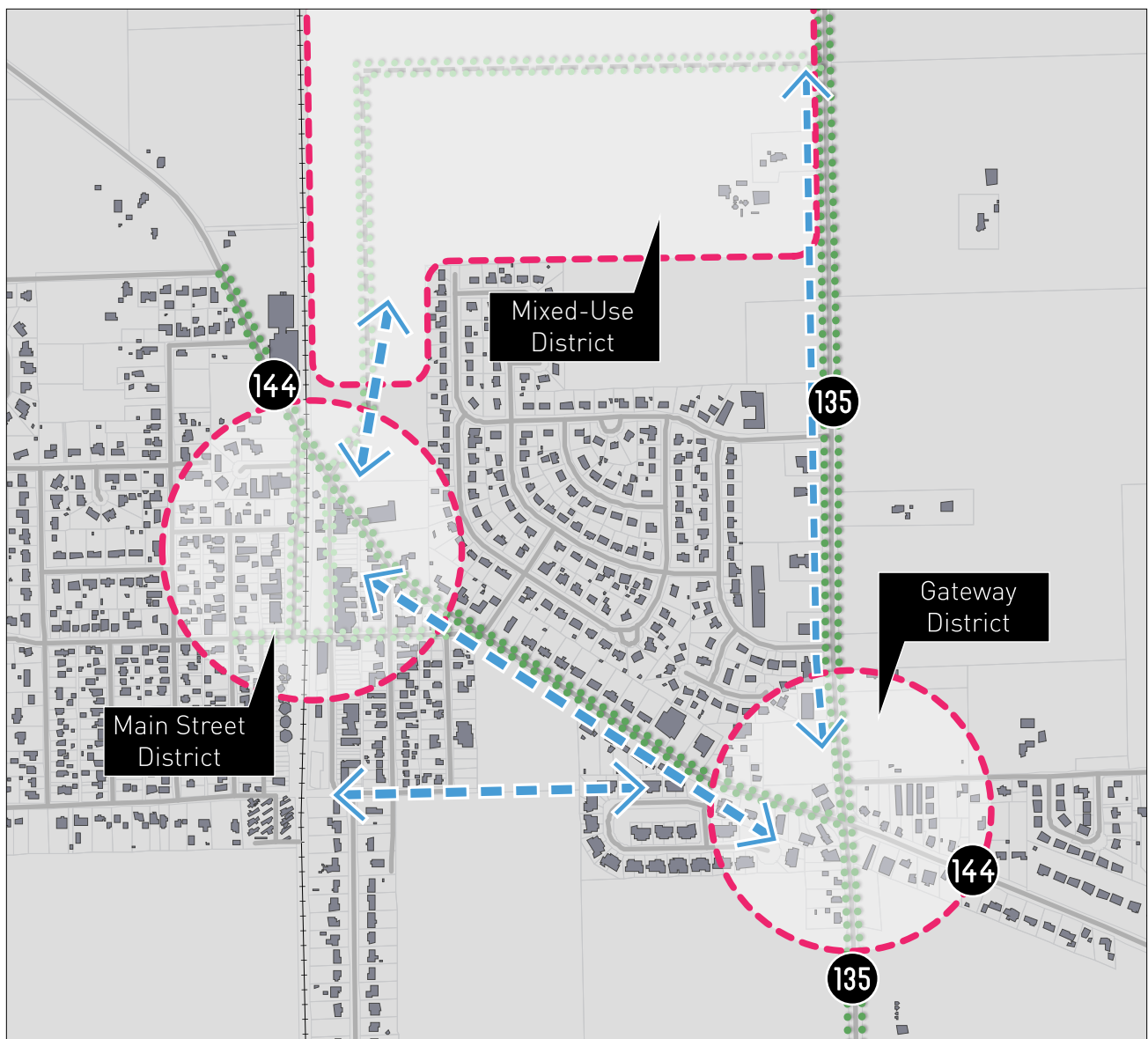
utilized by the flea market. Currently, the amount of pedestrians that must cross the busy SR 135 highway are considered a safety issue that must be addressed in the near future.

Growth and Linkages in Old Bargsville

- Commercial/mixed use district
- > Recommended physical links
- ... Streetscape improvements (lights, trees, banners, etc.)

The Johnson Memorial Hospital and Community Health Network are involved in a joint venture medical center, currently under construction near the intersection of State Road 135 and Stones Crossing Road in an area that was previously undeveloped and was only recently annexed by the town of Bargsville.

Meanwhile, CarDon & Associates, a developer of senior living facilities, is planning a 110,000-square-foot retirement facility in the same area, and



Indiana University Health is planning a new urgent care facility just down the road. These developments are expected to bring in a few hundred jobs, which in turn will almost certainly generate a flurry of new economic activity in the area, as the doctors, nurses, and staff who work in these new facilities spend money at local restaurants, grocery stores, and retail outlets.

See also Chapter 5:
Downtown for further
analysis and
recommendations

Bargersville can anticipate the usual types of strip development along SR 135 (small service and retail businesses, etc.) unless it decides to recruit for higher-end shops. For example, the market study in the Chapter 5: Downtown shows that Bargersville has the customer base needed for restaurants that could also be a regional draw. But steering restaurants and other entertainment businesses toward land along SR 135 would make it even more unlikely to get those same types of businesses downtown.

The implications of the rash of new development along the SR 135 corridor could not be clearer: Bargersville's commercial and professional services sectors are set to develop and to do so fairly rapidly as Greenwood and Indianapolis continue to expand southward and as businesses look for opportunities to expand into the newly-annexed areas.

Future Commercial Growth

The old business district is unlikely to capture much of the community's new shops and services, as most commercial growth is likely to fill in along SR 135. Instead, downtown would be better developed as a dining and entertainment district to serve Bargersville families. An additional mixed-use district has been suggested north of Old Bargersville residential areas, between the railroad and SR 135 (illustration below).

There may be ways to strengthen and link together all of these commercial areas. Infrastructure improvements and economic incentives could be used to concentrate new commercial growth in those areas. This growth could support both new downtown activities and give the community the chance to compete against Indianapolis for some businesses. For example, new, high-end office space would allow some of the many professionals already living in Bargersville to save the commute to Indianapolis.

Another way to link the areas is to improve the streetscape along the corridors themselves through distinct lighting fixtures, trees, wider sidewalks, Town identifying banners, etc. The map on page 52 illustrates the three districts and the corridors recommended for streetscape improvements.

Zoning tools such as Planned Urban Developments (PUDs) can also be used to promote certain kinds of business activities within defined areas.

Although it is beyond the reach of this land use document, the Town would greatly benefit from creation of a Bargersville Business Plan, which would detail exactly what types of commercial, industrial and agricultural businesses the community wants, and how to build or attract them.

This document can lay the foundation for the business plan by posing the types of questions that should be answered. For example, concerning manufacturing businesses, local leaders could begin by asking themselves:

1. What types of new industries do we want? What type don't we want?
2. How can we direct the location of these new industries by extending infrastructure and applying zoning to certain areas?
3. Should we consider buying land to attract a basic employer? How might we fund it and what would be the return on investment?

In considering future economic growth, most of what Bargersville is likely to see will be comprised of small service firms moving out of Greenwood and Indianapolis to be closer to home and/or I-69. They will still be basic employers, but probably not manufacturing.

Profile: Tax Increment Financing

Tax Increment Financing (TIF) is a widely used economic development tool throughout Indiana.

TIF financing uses the increased property tax revenues (what is called the "increment") on property that is in a designated tax increment allocation area (commonly called a TIF district) to pay for construction of roads, sewers, and other infrastructure needs inside the district over a period of 20 years or more.

Though TIF is most often thought of as a financing tool, it is also a land development and improvement tool. The TIF plan, usually referred to as a redevelopment plan, provides governments and community stakeholders with a forum and process to manage their redevelopment and growth for years to come. In the process, TIF provides a vehicle for local governments and the private sector to develop public-private partnerships to work on promoting economic development.

Tax increment financing policies are implemented through the creation of special tax increment districts, which are distinct geographical areas. These districts commonly share boundaries with the enabling government, usually a city, or may be a small part of a city, such as a section of the downtown area, or an industrial park between the city and residential suburbs.

A redevelopment commission usually governs the districts.

In February 2007, Bargersville established the SR 135 Commercial/Industrial Economic Development Area that consisted of two separate districts: the Whiteland Road/SR 135 Commercial Tax Allocation Area and the Bargersville Industrial Park Tax Allocation Area. The two areas were created to stimulate different types of development.

The Whiteland Road/SR 135 district is roughly 380 acres and targets commercial office and retail development. The Bargersville Industrial Park, located on Two Cent Road, consists of roughly 20 acres and targets light industrial and manufacturing. According to planning documents from the Town, the special districts were created "for the purpose of improving and extending public infrastructure to support long-term, optimal development" in Bargersville.

The Town of Bargersville Redevelopment Commission (BRC) captured tax increment revenues in late April 2012 to fund the creation of a new Town website and a new comprehensive plan. The BRC captured \$48,772.84 from the Whiteland Road/SR 135 Commercial area and \$10,333.84 from the Bargersville Industrial Park. As of July 2012, the BRC has no additional plans to fund improvements or other projects.

Consequently, telecom infrastructure such as broadband will be critical for future growth.

Goal 1: Formalize economic development planning efforts.

1 Create a Bargersville Economic Development Commission

The commission will guide economic development for the community and should include representatives from local government, redevelopment commission, business owners, realtors, bankers, etc. and work with the Johnson County Development Corporation.

2 Develop a Business Plan

Use the plan to pursue funding for planning from local utilities or grants offered through the Indiana Office of Community and Rural affairs (OCRA).

Goal 2: Promote the Town as an excellent place to conduct commercial and light industrial activities.

1 Update the Town's Website

Add an "Economic Development" section under the "Development & Planning" section. Post a downloadable community profile with basic information for business prospects and residents, and an online "builder's packet" (see McCordsville example) with links to common forms and information for developers.

2 Support Balanced Uses

To provide additional employment, proactively pursue a mix of commercial and light industry by:

- preparing land in advance for development with sewer, water, utilities;
- promoting land for development in partnership with the Johnson County Development Corporation; and
- ensuring that land for development and reuse appears on site selector searches through the Johnson County Development Corporation (JCDC) and Indiana Economic Development Corporation (IEDC) websites.

Action Items

- Create an Economic Development Commission.
- Develop a business plan.
- Continue to update the Town's website.
- Review and update layout and design standards for the SR 135 Corridor Overlay District, and consider the creation of additional overlay districts along major corridors, to manage monotony, ensure safe access, and require the sort of development that aligns with Bargersville's unique character and vision.
- Work with regional and state economic development corporations to ensure that available development sites in Bargersville are visible to potential employers.

A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white canopy. The background is a clear, light blue sky. In the bottom right corner, there is a dark, semi-transparent rectangular box containing the chapter title.

CHAPTER 5

DOWNTOWN

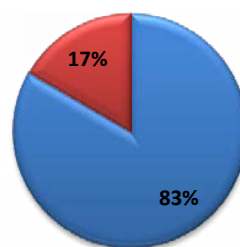
Analysis

The decline of America's small downtowns happened over many years and was not an unforeseeable accident. Changes in consumer shopping and commuting patterns gradually drained many downtowns of their role as "the heart of the community." It took decades for most rural downtowns – such as Bargersville's – to sink into underutilization and it will take years to even partially restore many of them. In some cases it may not be possible at all.

So it's not surprising that there is general pessimism about downtown Bargersville's future, as noted during public meetings that were part of this planning process.

As shown in the graph below, the vast majority of respondents believe downtown will continue to deteriorate unless there's a widespread, government-driven effort to reverse its fate.

Which statement most accurately reflects what you think about the likely future of downtown Bargersville?



- ☒ It will be overshadowed by newer commercial areas unless public investments are made.
- ☐ It will grow as the entire town grows; no additional public investment is needed.

A Brief History of Downtown

The primary downtown business district has always been east of the railroad tracks anchored by the Bargersville State Bank at the corner of Harriman Avenue and Baldwin Street.

Downtown was at its busiest during the late 1940s and early 1950s. A pharmacy was just north of the bank followed by two grocery stores – Dunn's and Parker's. The Bargersville Building and Loan was located next door to Parker's with Selch's Hardware store to its north. Continuing along Baldwin Street was a masonic lodge and a tavern. At the northern edge of downtown, the Cornelius repair shop adjoined the tavern. In the same building as the repair shop, Nuffer's leather shop repaired shoes and sold saddles and other leather goods.

There were two grain elevators operating in Bargersville through the 1960s, and both were busy sites during harvest time. The Farm Bureau Co-op was

on the south side of town at the corner of Main Street and Harriman Avenue, while Umbarger's still operates out of its property to the north.

Downtown began to decline with the rise of nearby shopping venues such as the Greenwood Shopping Center, which opened in 1966. As shopping trends changed in the direction of big box discount retailers, the shops in Bargsville struggled to compete.

However, Red's Place, a restaurant known for its fish fry, continues to attract visitors to downtown Bargsville. The Bargsville Flea Market and Mallow Run Winery also attract visitors to the area.



Bargsville business district during 1940s

It is clear that downtown is no longer functioning as the center of commerce and main meeting place. In fact, a recent walk through downtown revealed only one retail business, the tack shop. All the other storefronts, such as Belcher Heating & Cooling or DeWees Construction, are not the type of businesses typically found downtown because they do not invite or benefit from foot traffic.

But if downtown is no longer "the heart" of the community, where is? What is the sense of place that links someone living by Stones Crossing to a homeowner off 144? What connects them as Bargsville residents?

It may be that downtown never again acts as the center of commerce, but it could play a role in establishing a community identity. Red's Place provides a small example of how this might work. Everyone associates downtown with the tavern, and it draws in people from throughout the area. Imagine then a reinvented downtown that focuses on unique or owner-operated pubs and restaurants or shops.

There are two factors that make such a reinvention possible. One is downtown's proximity to a heavily populated metropolitan area filled with people looking for unique experiences. For example, Bonge's Tavern in Perkinsville (north of Noblesville) is packed with Indianapolis residents on many weekends.

The second factor is Bargsville residents themselves. On the whole, their income is high, compared to the Indiana average. As shown in the marketing section of this chapter, they are already doing plenty of eating out and shopping,

they're just not doing it in Bargersville. But their mere proximity to downtown could make it easier to convince entrepreneurs to start up a regional attraction downtown.

This chapter will examine downtown's past, then study the forces that contributed to its decline. From there, it will build the case to reinvent downtown as a new community center.

Downtown Today

An inventory of businesses was conducted in June 2012. Note the absence of traditional downtown opportunities for shopping. The fact that most of these businesses are service oriented indicates that downtown rents have dropped low enough to attract companies that don't need foot traffic. Consequently, few are open after 6 p.m. or on weekends.



Clockwise from upper left: (1) Downtown Bargersville, (2) Sign for the weekly Flea Market, (3 & 4) Community businesses.



Downtown Inventory

Red's Place	75 N. Baldwin St.	Restaurant
Masonic Lodge	69 N. Baldwin St.	Private
"J.J. Briggs Building" Apartments	55 N. Baldwin St.	Rental
ABATE of Indiana	51 N. Baldwin St.	Non-profit
Vacant	45 N. Baldwin St.	N/A
Vacant - for sale	41 N. Baldwin St.	N/A
DeWees Construction Inc.	35 N. Baldwin St.	Service
Belcher Heating & Cooling	29 N. Baldwin St.	Service
Vacant - for lease	23 N. Baldwin St.	Commercial/Residential
Vacant	17 N. Baldwin St.	Commercial/Residential
Bargersville Police Department	15 N. Baldwin St.	Municipal
Law Office; Intelligent Process Solutions; G5 Logistics	5 N. Baldwin St.	Commercial; Service
Pam's Parlor	48 E. Harriman Ave.	Service
Municipal Building	24 N. Main St.	Municipal
Baker Machine Shop	46 N. Main St.	Service
Bennett Tool & Die	54 N. Main St.	Service
All State Insurance	64 N. Main St.	Service
Inabnitt Agency	68 N. Main St.	Insurance
VF Saddle Shop, LLC	74 N. Main St.	Retail

Competition for Businesses & Buyers

As the Indianapolis metropolitan region and the surrounding cities continue to expand, Bargersville businesses will then, as now, be in competition with businesses in other nearby cities, Bargersville is about 10 miles and a 20-minute drive from downtown Greenwood, and only 18 miles from downtown Indianapolis.

Greenwood is home to the Greenwood Park Mall, along with a number of large, national retail stores including Wal-Mart and Sam's Club, Target, Best Buy, Home Depot, and Meijer, among others. The mall itself includes five anchor stores (JC Penney, Macy's, Sears, Von Maur, and Dick's Sporting Goods) and more than 120 specialty stores, such as Barnes & Noble, Victoria's Secret, American Eagle, Hollister, and Sephora. The large number of popular stores both within and outside of the mall, along with the large number of dining and entertainment options, makes Greenwood a shopping destination, where individuals and families go to spend an entire day or evening.

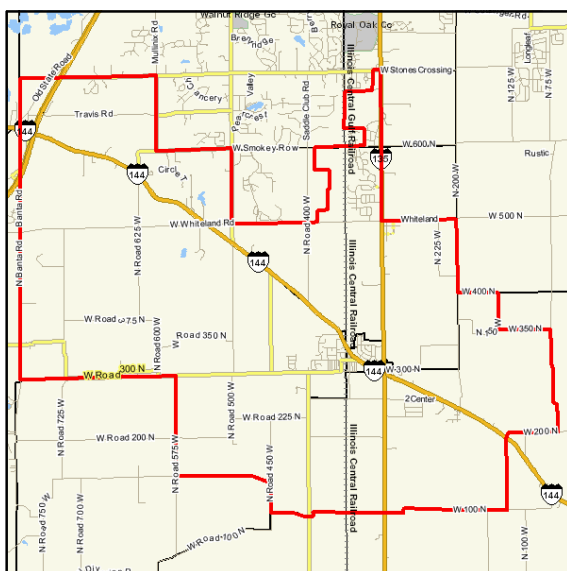
Indianapolis, like Greenwood, is a major shopping destination, but an additional factor with Indianapolis is the number of people who commute from Johnson to Marion County on a daily basis for work. According to IT-40 tax returns, more than 27,000 Johnson County residents commuted to Marion County for work in 2010, while only about 6,000 Marion County residents commuted to Johnson County. The number of commuters from Johnson to Marion County amounts

to about one-third of Johnson County’s resident labor force.

The implications for Johnson County—and Bargserville—businesses are that a significant proportion of Johnson County residents are routinely spending money at Marion County businesses throughout the work week, while a much smaller number of Marion County residents are doing the same in Johnson County.

Bargserville Market Study

Strategic Development Group, Inc. (SDG) was commissioned to conduct a market analysis of the shopping habits of the residents of Bargserville to determine appropriate targets for recruitment and economic development.



The Bargserville Trade Area has been defined as the corporate limits of town.

Defining the Trade Area

The trade area is an imaginary line around a community. People outside the boundary are more likely to do their shopping elsewhere. People inside are likely to head to Bargserville for products and services. In other words, these are the town’s core customers.

For the purposes of this report, the trade area was defined as the new corporate limits of Bargserville. The annexations in recent years have greatly expanded Bargserville’s size and total population. This section of the report intends to show “Who Bargserville Is” now in terms of buying power.

Demographics

Demographic data from 2012 for the trade area reveals useful information for understanding Bargserville and its market segments. Population projections indicate that

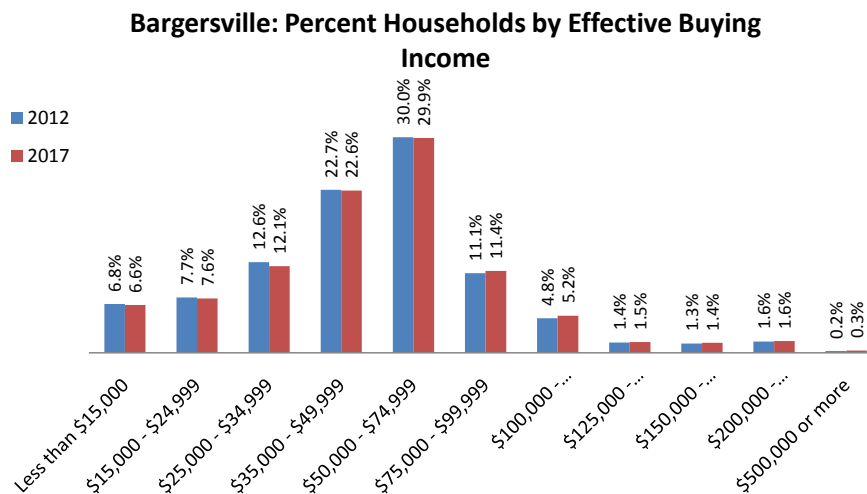
Bargserville will gain a little under 1,000 residents over the next five years, a population increase of roughly 12 percent. This means that local businesses and prospective developers can expect only a slight increase in the local consumer base. The number of households, families, and housing units are also expected to grow modestly over the next five years.

Bargersville Demographic Profile and Projection

<i>Bargersville Demographic Profile and Projection</i>			
Characteristic	2012	2017 Projection	% Change Projected
Population	6,943	7,757	11.7%
Households	2,548	2,831	11.1%
Families	2,066	2,301	11.4%
Housing Units	2,791	3,108	11.4%
Average Household Size	2.72	2.74	0.7%
Median Age	37.10	38.45	3.6%
Median Household Income	\$66,855	\$67,695	1.3%
Median All Owner-Occupied Housing Value	\$148,551	\$158,901	7.0%

Source: Claritas

The town's median household income is not expected to increase significantly.



Source: Claritas

This indicates that residents in Bargersville will have less disposable income five years from now. Another way to look at household incomes in Bargersville is by Effective Buying Income (EBI) or disposable income. EBI estimates and projections reflect income earned after taxes. EBI is a derivative of household income, with the correspondence between before tax and after tax income based on three-year combinations of Current Population Survey (CPS) data.

Traffic Patterns

Traffic counts from the Indiana Department of Transportation (INDOT) indicate that on average about 11,180 vehicles pass nearby downtown Bargersville on SR 135 daily (data from 2010). Estimates from INDOT indicate that an average of 5,740 vehicles travel along SR 144 near downtown. One complicating factor for obtaining accurate traffic counts is that E Old Plank Rd (or 144) that runs through downtown Bargersville is not a state road at this time.

Market Segments

When looking to locate a new retail store or restaurant, national chains want to know more than how many people live within the trade area and how much they earn. They also want to know the lifestyle characteristics and habits of the trade area population. This is known as a psychographic profile. Claritas, a national data gathering service, which collects information on the lifestyles of Americans, breaks down local populations into individual market segments, giving names to each segment. It also determines what percent of the local population is in each group.

Consumer expenditure data is drawn from Consumer Buying Power, Claritas' database of estimated expenditures based on the Bureau of Labor Statistics' Consumer Expenditure Survey. Business data comes from Business-Facts, Claritas' database of over 12 million business and professional records. Claritas' partner, InfoUSA, collects Business-Facts data.

Claritas takes all of the consumer information and bundles it into categories of imaginary consumers. These categories are given names like "Heartlanders." Claritas then describes what percentage of each category comprises the trade area. In Bargersville, the top categories can be found in the following table.

In Bargersville, the "Country Casuals" market segment accounts for the largest percent of the population. Only two other segments – "Big Sky Families" and "Country Squires" – each make up over 10 percent of the residents.

Trade Area: Top 10 Market Segments

Segment	Percent of Total Population
Country Casuals	17.35%
Big Sky Families	16.37%
Country Squires	14.95%
Greenbelt Sports	8.52%
Mayberry-ville	8.44%
Big Fish, Small Pond	7.38%
Blue Highways	6.12%
Traditional Times	5.61%
Shotguns and Pickups	3.34%
Fast-Track Families	3.22%

Source: Claritas, Inc.

Claritas classifies each market segment into larger social groups that share income and lifestyle characteristics. In Bargersville, all of the top ten market segments fit into one of three social groups: Landed Gentry, Country Comfort, and Middle America.

The Landed Gentry social group consists of wealthy Americans who migrated to the smaller boomtowns beyond the nation's beltways. Many of the households contain Boomer families and couples with college degrees, expansive homes, and professional jobs - they're twice as likely as average Americans to telecommute. With their upscale incomes, they can afford to spend heavily on consumer electronics, wireless and computer technology, luxury cars, powerboats, books and magazines, children's toys, and exercise equipment.

The segments in Country Comfort are filled with predominantly white, upper-middle-class homeowners. In their placid towns and scenic bedroom communities, these Americans tend to be married, mostly between the ages of 25 and 54, with or without children. They enjoy comfortable upscale lifestyles, exhibiting high indices for barbecuing, bar-hopping, and playing golf as well as home-based activities such as gardening, woodworking, and crafts. Reflecting their rural, family environment, they prefer trucks, SUVs, and minivans to cars.

The segments in Middle America are filled with lower-middle-class homeowners living in small towns and remote exurbs. Typically found in scenic settings throughout the nation's heartland, Middle Americans tend to be white, high school educated, living as couples or larger families, and ranging in age from under 25 to over 65. Like many residents of remote communities, these conservative consumers tend to prefer traditional rural pursuits: fishing, hunting, making crafts, antique collecting, watching television, and meeting at civic and veterans clubs for recreation and companionship.



Country Casuals: Upscale, Older without Kids

Country Casuals: Upscale Older without Kids

There's a laid-back atmosphere in Country Casuals, a collection of older, upscale households that have started to empty-nest. Most households boast two earners who have well-paying management jobs or own small businesses. Today these Baby-Boom couples have the disposable income to enjoy traveling, owning timeshares, and going out to eat.

Lifestyle Traits	Demographic Traits
Shop at priceline.com	Urbanicity: Town/Rural
Do woodworking	Income: Upscale
Read Everyday With Rachael Ray	Income Producing Assets: High
Watch Great American Country Channel	Age Ranges: 45-64
Ford F-Series Diesel	Presence of Kids: HH without Kids
	Homeownership: Mostly Owners
Social Group: Landed Gentry	Employment Levels: Management
Lifestage Group: Midlife Success	Education Levels: College Graduate
	Ethnic Diversity: White
	2011 U.S. Households: 1,741,070 (1.49%)
	Median HH Income: \$71,235



Big Sky Families: Upper-Mid Middle Age with Kids

Big Sky Families: Upper-Mid Middle Age with Kids

Scattered in placid towns across the American heartland, Big Sky Families is a segment of middle age rural families who have turned high school educations and blue-collar jobs into busy, upper-middle-class lifestyles. Residents enjoy baseball, basketball, and volleyball, as well as fishing, hunting, and horseback riding. To entertain their sprawling families, they buy virtually every piece of sporting equipment on the market.

Lifestyle Traits	Demographic Traits
Order from eBay.com	Urbanicity: Rural
Attend high school sports	Income: Upper-Mid
Read Field & Stream	Income Producing Assets: Moderate
Watch X Games	Age Ranges: <55
Chevrolet Silverado Diesel	Presence of Kids: Household with Kids
	Homeownership: Mostly Owners
Social Group: Country Comfort	Employment Levels: Blue Collar, Service, Mix
Lifestage Group: Mainstream Families	Education Levels: Some College
	Ethnic Diversity: White
	2011 U.S. Households: 2,130,960 (1.82%)
	Median HH Income: \$55,553

Country Squires: Upscale, Middle Age with Kids

The wealthiest residents in exurban America live in Country Squires, an oasis for affluent Baby Boomers who've fled the city for the charms of small-town living. In their bucolic communities noted for their recently built homes on sprawling properties, the families of executives live in six-figure comfort. Country Squires enjoy country club sports like golf, tennis, and swimming as well as skiing, boating, and biking.

Lifestyle Traits	Demographic Traits
Order from amazon.com	Urbanicity: Town/Rural
Go snorkeling	Income: Upscale
Read Family Fun	Income Producing Assets: High
Watch pay-per-view movies	Age Ranges: 35-54
GMC Yukon Denali	Presence of Kids: Household with Kids
	Homeownership: Mostly Owners
Social Group: Landed Gentry	Employment Levels: Management
Lifestage Group: Accumulated Wealth	Education Levels: Graduate Plus
	Ethnic Diversity: White, Asian, Mix
	2011 U.S. Households: 2,011,809 (1.72%)
	Median HH Income: \$101,507



Country Squires: Upscale, Middle Age with Kids

Gap Analysis: Spending vs. Earning

Having determined what local residents spend, the next step is comparing those numbers to what local companies earn. The difference reveals how much money "leaks" out of the trade area. In an example from Bartersville, consumers spent \$10 million on building material and supplies in 2012, but area stores only earned \$2.4 million from selling these materials. Thus, local people spent the majority of their building material and supplies dollars, nearly \$7.6 million, outside the trade area. This market analysis is the first step toward helping local businesses or new entrepreneurs re-capture some of those lost sales.

However, the building material and supplies data and the other information provide only broad strokes about buying habits. For instance, the building and garden information does not account for sales at large big box retailers, such as Wal-Mart. The reporting system requires businesses to classify themselves by one dominant North American Industry Classification System (NAICS) code rather than provide their mix of merchandise lines, and Wal-Mart's sales figures are captured under "general merchandise stores."

Although they sell a range of building material items, it is not entirely accurate to say that national chains keep money from "leaking" out of Bartersville. While local employment figures may benefit from large chain stores, the chain stores capture a lot of the money that might otherwise be spent at locally-owned stores, and send much of that money back to their headquarters.

In rural areas, the presence of big-box or discount chains can greatly affect product supply. When identifying potential retail categories to explore, communities should determine the product supply, hypothetical sales and

CAUTIONARY NOTE

It is important to note that these supply and demand numbers for the trade area are estimates.

Several national firms gather and process retail data. SDG uses a firm called Claritas Inc. All of their final numbers are estimates based on a formula which includes information from sources such as the U.S. Department of Labor's Consumer Expenditure Survey.

Because they are estimates, it is likely that any one figure such as retail clothing sales, food bought away from home, etc. – is not entirely accurate.

Then why use the data?

The numbers are not meant to be viewed as precise accounts of individual stores, but, taken as a whole, they provide reasonable estimates of expenditures and sales. Equally important, this type of data is reviewed by national chains when deciding whether to move into a new area. It is important for Bargersville's retail market to see itself as others do.

price points of competing discount chains and adjust research and recruitment strategies accordingly.

While this data can reveal opportunities for new businesses, such as clothing shops, it should serve only as a starting point and does not guarantee a "sure thing." On the other hand, retail history is filled with entrepreneurs who bucked gloomy statistics by "building a better mousetrap."

In summary, this economic activity information should serve as a starting point for strengthening the downtown mix of goods and services.

One way to look at a gap analysis is by type of store, such as hardware store, clothing store, etc. Table A, which can be found at the end of this report, shows opportunity gaps by type of retail store.

The town is not capturing much of the market in most of the broad categories listed. Types of merchandise with the biggest leaks (where the most money is lost outside of the trade area) are:

- Automotive Dealers (\$18,272,809)
- Grocery Stores (\$13,269,787)
- Building Material and Supply Dealers (\$7,579,391)
- Pharmacies and Drug Stores (\$5,702,478)
- Clothing Stores (\$3,774,724)

Table A also displays the opportunity gaps where no retail store exists in the trade area to meet the local demand. For example, there are no furniture stores capturing the \$2.4 million that people in the trade area spent on such items. If an entrepreneur could capture even a relatively small percentage of these large dollar amounts, they might have a successful business.

Next Steps

This report acknowledges that downtown is unlikely to regain its status as the center of the community. In fact, there is some talk of creating a "new" downtown elsewhere.

However, there's nothing to be gained by allowing downtown to deteriorate until it becomes an eyesore. Instead, the area could be repurposed as a specialty niche, including eating and entertainment activities that complement Red's Place. This transformation would take advantage of what the area already has; lots of people, many with high incomes.

GOAL 1: Commit to reinventing downtown as a priority for building Bargersville's sense of community.

1 Promote Investment in Downtown

Promote the idea that public investment will be needed to revitalize downtown, and that this investment will encourage business growth and quality of life.

GOAL 2: Actively guide downtown revitalization.

1 Form a Steering Committee

The committee should include local government, business owners, real estate agents, and representatives from Johnson County.

2 Join the Indiana Main Street Program

Utilize the resources offered through the Office of Community and Rural Affairs (OCRA).

3 Identify Potential Funding Sources

Pursue downtown revitalization planning grants offered through OCRA.

GOAL 3: Promote Bargersville as a destination.

1 Advertise and Recruit New Businesses

Assist with marketing efforts to recruit new restaurants, wineries, brew pubs and other businesses which can create niche destinations and attract visitors from a wide area. Use the marketing information provided in this report to demonstrate to investors that Bargersville is home to high-income, family-oriented residents.

GOAL 4: Create events that remind people that downtown is a community center.

1 Consider Creating a Farmer's Market

Explore the possibility of creating a downtown farmers' market (Case Study: Starting a Farmers' Market in Three Steps, page 72). The market would have to be well-planned and promoted in order to compete with Franklin and Greenwood. See case study below.

2 Attempt to Reinstitute the Dinner Train

Discuss with the Indiana Rail Road Company reinstituting the dinner train, discontinued in 2001. INRD is open to discussions with third parties about purchasing equipment, paying line-use fees and insurance, and adding capacity to the railroad between Indianapolis and Bargersville. See case study below.

3 Slowly Build Toward Tourism Promotion.

Recognizing that the attractions have to be in place first, begin creating the marketing tools needed to publicize new openings, etc.

GOAL 5: Lead revitalization efforts with public investment and public/private partnerships.

1 Investigate Partnership Potential

Study examples where other Indiana communities have become their own developer, or create public-private partnerships to promote new development.



2 Enhance Quality of Life

Add amenities to promote downtown quality of life, such as Wi-Fi, active green space or an outdoor concert venue.

3 Link to Other Commercial Nodes

Establish visual and physical linkages between the Mixed-Use, Gateway, and Main Street Districts. (Growth and Linkages in Old Bargersville map, page 52) Consider relocating the Flea Market to a site within one of these districts.

Profile: Walkable Communities

The following characteristics are the qualities found in urban places where the pattern of development and design character combine to make frequent walking and transit use an efficient and preferred choices for many people. They also provide efficient and attractive solutions for vehicular traffic along with convenient and accessible parking.

- A mix of land use types (residential, office, retail, etc.) in close proximity to one another
- Building entries that front directly onto the street without parking between the entries and the public right-of-way (street or sidewalk)
- Building, landscaping, and roadway design that is pedestrian-scale -- the architectural details of and proportions between buildings/sidewalk widths/frequency of street trees/etc. (urban design) are comfortable for people who are traveling on foot and observing from the street level

- Relatively compact residential and commercial developments (short distances between buildings)
- A highly-connected, multimodal circulation network (paths, sidewalks, streets, etc.), created by relatively small blocks arranged in a grid
- Thoroughfares and other public spaces that contribute to "placemaking" -- the creation of unique locations that are compact, mixed-use and pedestrian -- are transit (bus)-oriented and produce strong feelings of pride and ownership in residents which can translate to a lasting economic value

An increasing number of communities are recognizing the value of these features and are embracing them in land use, urban design and transportation plans, often using techniques drawn from planning and design movements such as smart growth and new urbanism.

Source: Adapted from "Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities; An ITE Proposed Recommended Practice". 2006.

4 Establish Expectations

Make clear, through stated policies and code, what the town's expectations are for downtown and other key development areas. These can include design standards and zoning codes which de-emphasize businesses which are not a good fit for downtown.

5 Consider a Downtown TIF

As development gains momentum, consider creating a Tax Increment Financing (TIF) district to encompass downtown. A TIF designation would allow some property tax collected from new development to be funneled back to downtown improvement projects.

Action Items

- Form a Main Street group that can manage future community events and downtown improvements.
- Create a Downtown Revitalization Plan to assist in acquiring grant funds for infrastructure improvements.
- If feasible, establish a downtown TIF district to assist in reinvestment downtown.
- Identify alternative sites for the flea market within the Mixed-Use, Gateway, and Main Street Districts (map, page 52) that provide safe pedestrian movement, adequate, screened parking, and have the potential to enhance overall community character.



A newer mixed-use residential/commercial development in a downtown environment.



Amenities like those shown in this image (street planter with colorful flowers, special paving, decorative street lighting) can enhance downtown's appeal and atmosphere.

Case Study: Starting a Farmers' Market in Three Steps

The past few years have seen a resurgence in demand for high-quality, locally-grown produce. Because of the rising demand, farmers' markets have become increasingly popular throughout the United States. Indiana is no exception in this regard, as a USDA directory lists more than 160 farmers' markets throughout the state.

A well-organized and vibrant farmers' market can bring a number of benefits to a town like Bargersville. For producers, it can provide a venue to sell goods directly to other members of the community. For consumers, it can be a way to obtain fresh, nutritious produce at a reasonable price. And for the community as a whole, it can be a way to bring people together in a family-friendly environment.

What follows is a brief guide that outlines the main steps needed to start a successful farmers' market. A list of additional resources is included at the end.

Step 1: Coming Up with a Business Plan

Farmers' markets require a good deal of planning and organization. The first step in establishing a farmers' market is to assemble a group of stakeholders to set goals and priorities, create by-laws and operating rules, draft a mission statement, and so forth. In short, any successful farmers' market needs a business plan. (See the "Resources" section below for more information on planning a farmers' market.)

Most farmers' markets also have a market manager, someone who sees to the day-to-day (or week-to-week, as the case may be) operations of the farmers' market, recruits and coordinates vendors, handles customer complaints, enforces market rules, etc. The details of the manager's responsibilities and how he or she is selected should be specified in the by-laws.

Step 2: Attracting Vendors

Two things are necessary for a farmers' market to be viable: a regular flow of customers to the market and a consistent supply of producers / vendors who offer a variety of different products. One recent study suggests that at least 100 consistent customers and a half-dozen vendors are needed to justify a farmers' market. The same study also finds that having reliable, high-quality vendors is key to attracting the customers necessary to make the market a success (source: Starting a Farmers' Market the Right Way).

How, then, does a market attract these vendors? Market managers can find vendors in a number of ways. They can visit existing farmers' markets and talk to the vendors there. In many cases, the vendors may be interested in—or know someone else who is interested in—working more market days and at other markets. Managers can also attempt to contact farmers in their area directly (the website The New Farm Locator (http://www.rodaleinstitute.org/farm_locator), for example, allows you to search for farmers in your area). Other strategies



include putting ads in local newspapers and contacting representatives from local agricultural associations who may know farmers interested in becoming vendors at a farmers' market.

Step 3: Marketing the Market

Promotion is essential to a market's success. Potential customers need to know the

time and the location of the market, and they need to be given incentive to choose the farmers' market goods over alternatives (such as store-bought produce) that might be less expensive and more convenient. The marketing for a farmers' market need not be expensive or elaborate. Often, good signage and word-of-mouth advertising can be as effective as expensive media advertising. Either way, successful farmers' markets are always markets that have been promoted well.

Why Do Farmers' Markets Fail?

Not all farmers' markets are successes, and many have failed to generate enough activity to keep customers and vendors coming back. A recent study identified five factors associated with farmers' market failure in the markets it examined:

1. Small size
2. Lack of variety in offerings
3. Lack of revenue
4. Manager was voluntary or paid a low salary
5. High manager turnover

Having one or more of these qualities does not necessarily mean that a farmers' market is doomed to failure. There have been successful farmers' markets that were small in size and managed by volunteers. Organizers of a new market, though, should be aware of the types of challenges that have beset failed markets in the past (source: *When Things Don't Work: Some Insights into Why Farmers' Markets Close*).

Resources:

- *How to Start a Farmers' Market Presentation*
- *Farmers' Market Manager Training Manual*
- *Understanding Farmers' Market Rules*
- *Establishing and Operating a Community Farmers' Market*
- *Alabama Farmers' Market Development Manual*
- *Iowa Farmers' Market Development Manual*

Case Study: Bargersville Railroad and Trains

The rail line running through downtown Bargersville is owned by the Indiana Rail Road Company (INRD). This line connects Bargersville to Indianapolis to the north, Morgantown to the southwest, and to Bloomington further southwest. The Bargersville station is noted as a site used by primarily fertilizer and chemicals industries. INRD operates a free “Santa Train” during the Christmas season that makes a stop in Bargersville each year.


A representative from INRD confirmed that a large maintenance and rehabilitation project is planned for the right of way through Bargersville. The work is scheduled for 2013 and is part of a capital project to upgrade the rail line from Bloomington northward to Indianapolis. The project will consist of undercutting, adding new ballasts and new rail as needed. According to a representative from INRD, no other major improvements are planned in the area.

The Indiana Transportation Museum (ITM) manages a 35-mile stretch of rail between 38th Street in Indianapolis and SR 28 in Tipton, Indiana. The museum’s main location is Forest Park station in

Noblesville, Indiana. ITM previously operated a dinner train special program in a classic L&N dining car, but the car was removed from service in order to undergo exterior restorations. The ITM no longer connects to the general rail network, but it previously ran excursions on the Indiana Rail Road as far as Tulip Viaduct near Bloomfield which would have passed through Bargersville.

The Indiana Rail Road Company operated a dinner train that made a stop in Bargersville, but the service was discontinued in 2000 or 2001. According to a representative from INRD, the company experienced an increase in freight traffic that had a higher profit margin than the dinner train. INRD has no plans to reinstate the dinner train but is open to discussions with third parties about purchasing equipment, paying line-use fees and insurance, and adding capacity to the railroad between Indianapolis and Bargersville.

Several studies have been initiated in recent years by various committees and departments of Indiana State government to identify the feasibility of establishing commuter/passenger rail service between Indianapolis and Bloomington, but currently no plan has been initiated to establish this sort of service.

A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white canopy. The background is a clear, light blue sky. The overall image has a soft, slightly blurred quality.

CHAPTER 6

NATURAL SYSTEMS & AGRICULTURE

Analysis

This chapter addresses land that is not built on, consisting of both the natural areas with rolling hills and stands of woodlands and the agricultural lands which are relatively flat and intensely used. The recently annexed wooded areas present an opportunity to provide exquisite and coveted open space for the residents and visitors to the town. The wooded areas also stem runoff and filter toxins into the creeks that run through them, thus preserving the water quality that recharges the groundwater. Degradation of these natural amenities can be a detriment to the goals of enhancing the Town's image and attracting new residents drawn towards the pastoral qualities.

Natural Features

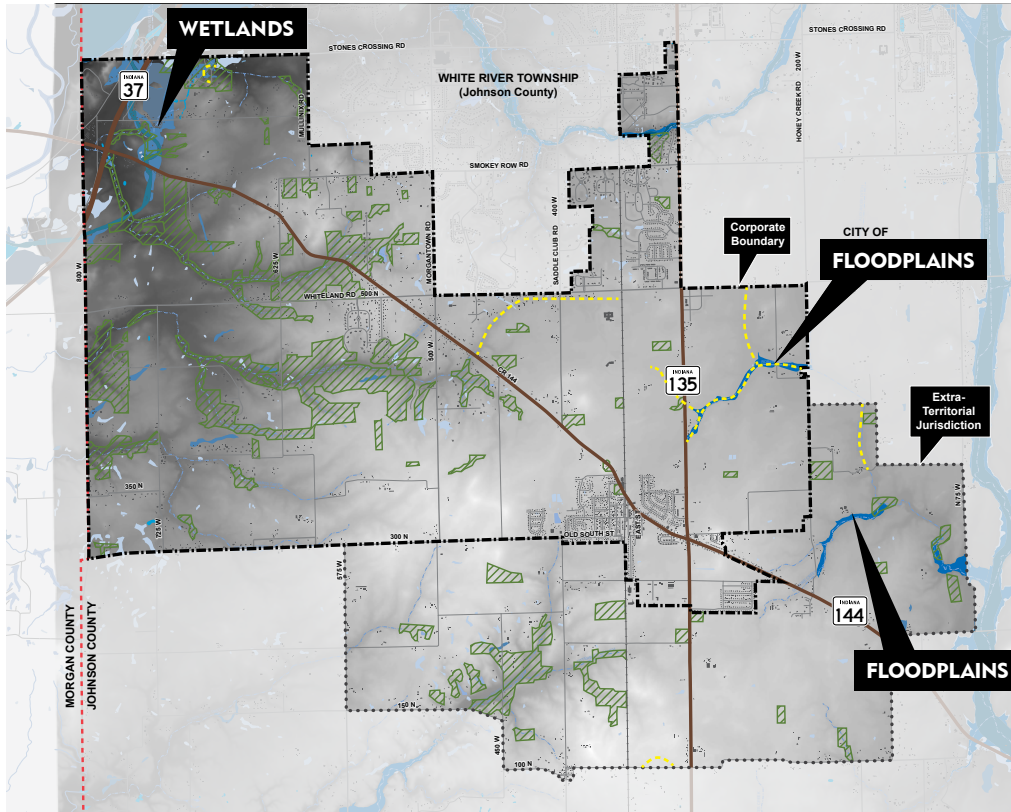
Approximately 2.1 square miles of wooded area exist within the planning area (as shown on the Natural Features Map, page 77). Generally located along creeks and tributaries, these riparian areas and forests provide habitats for wildlife, beautiful scenery, and potential amenities for residents.

Bargersville does not face many development challenges regarding floodplain protection. Only four relatively small waterways within the planning area are designated with floodplains: Roberts Ditch, Gilmore Creek, and Young's Creek, all east of SR 135, and Honey Creek north of Smokey Row Road adjacent to SR 135. Other creeks within the town limits not designated with floodplains include Salem Brook, Travis Creek, Bluff Creek, Mallow Run, Crooked Creek, Banta Creek, Kinder Run, Henderson Creek, Scotts Creek, and Utterback Branch.

Legal drains with maintenance easements in Bargersville (as shown on the Natural Features Map, page 77) include on the west side a small section at Timber Heights and on the east side a branch of Crooked Creek, Roberts Ditch. Within the extra territorial jurisdiction, a portion of Young's Creek and a small section of tile drain to the south are legal drains. It is beneficial to identify these resources because the easements could provide public access if, in the future, the community wishes to create greenways with property owner cooperation. In the past, the Johnson County Drainage Board has allowed trails within these easements, placed at the outside edge of an easement, on the condition that maintenance is the responsibility of the Town and property owner.

Agriculture

With regard to prime agricultural land, a vast majority of the town contains agricultural land of the highest production value if drained. The Prime Agricultural Land map on page 77 indicates the soil types suitable for agricultural production.



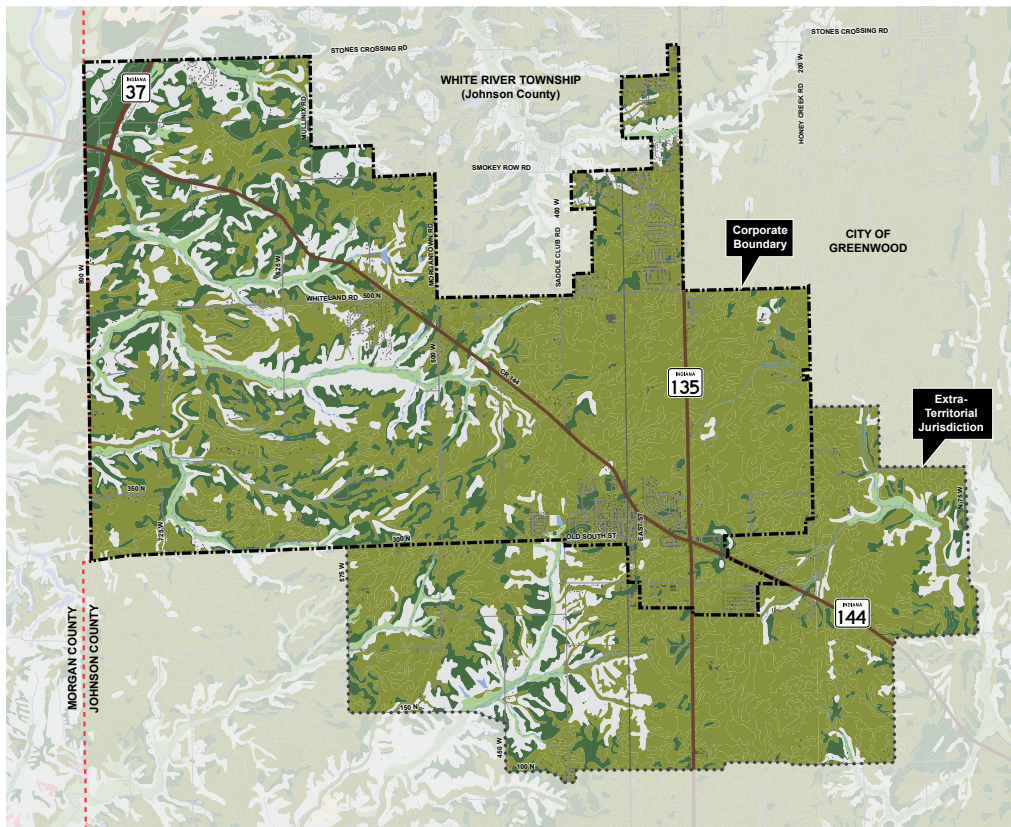
Natural Features

LEGEND

- High
- Low
- Wooded Areas
- Legal Drains



Source: Indiana Spatial Data Portal, Indiana University; IndianaMap; Johnson County Surveyor.



Prime Agricultural Land

LEGEND

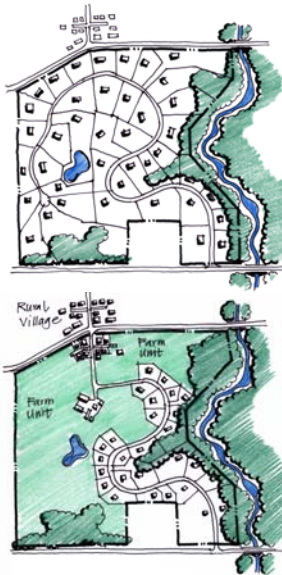
- Prime farmland
- Prime if drained
- Prime if flood-protected or not frequently flooded during growing season
- Prime if drained and flood-protected or not frequently flooded during growing season
- Not prime farmland



Source: United States Department of Agriculture (USDA) Natural Resource Conservation Service (NRCS) Web Soil Survey (WSS)

Conservation Subdivision (aka Cluster Subdivision):

A major residential subdivision of a gross density and number of units not exceeding what is otherwise permitted in a zoning district, but with land divided into lots that may have reduced sizes or setbacks in order to gain common open space or natural resource preservation. Usually, but not limited to, single-family residential uses.



Top: Traditional Subdivision.
Bottom: Conservation Subdivision.

Goal 1: Protect Natural Features and Surrounding Rural Character**1 Increase Public Awareness of Protecting the Environment**

Develop a public awareness and educational campaign regarding the benefits of surrounding natural systems. Set aside land in environmentally sensitive areas for limited public use or access, appropriate recreational uses like trails and passive recreation, and preservation. Areas that may be suitable include heavily wooded areas within the Town; these are illustrated on the Future Land Use Map.

**2 Protect the Iconic Topography from Erosion**

Adhere to the Future Land Use Map to discourage incompatible land uses from locating in areas with extreme slopes.

**3 Encourage Preservation and Conservation of Natural Features**

Strengthen policies and ordinances that encourage context sensitive development that retains the pastoral character and responds to the natural terrain. Policies could include limiting the removal of woodlands, reducing sporadic residential development on agricultural lands, and discouraging development on steep slopes.

**4 Consider Alternative Subdivision Development**

Develop on existing sites that are vacant or underutilized, such as platted home sites in residential subdivisions or gaps between corridor and downtown commercial uses. To preserve natural features and maintain the community's agricultural heritage, provide incentives to encourage alternative subdivision types. For example, conservation subdivisions may preserve views, resources or natural features, marketing these features as amenities.

Goal 2: Protect and Enhance Water Quality**1 Reduce Stormwater Runoff**

Incorporate "Best Management Practices" and green infrastructure such as vegetated swales, shared detention facilities, raingardens, and pervious pavement into the Town's Stormwater, Zoning and Subdivision Control Ordinances. Other measures which contain stormwater on-site or increase filtration and groundwater recharge are reducing maximum lot coverage requirements for new development in environmentally sensitive areas.

**2 Ensure Surface and Ground Water Quality**

Protect and enhance water quality in riparian corridors that eventually flow to the White River by buffering development and promoting low-impact agricultural operations. Coordinate with the county health department to monitor existing septic systems near the end of their useful life to determine the need to connect to nearby sanitary sewer. Consider technologies such as pop-up's that allow a property owner to monitor the condition of their septic system.

Profile: Riparian Areas

What is a Riparian Area?

Riparian areas are also known as streamside forests. They are the wooded areas along rivers and streams. These areas are a complex ecosystem vital to the protection of stream and river water quality. These areas include some of the richest varieties of plants and animals in most regions.

Why are Riparian Areas Important?

Land along waterways has significant ecological and aesthetic value that enhances the natural environment of a community. The presence of riparian areas also adds value to properties with water access, as they are often prime locations for development. Many communities depend upon local rivers and streams for recreation, drinking water, and natural resource areas. The trees provide shade which regulates water temperatures. The loss of riparian areas along such waterways is a major cause of decreases in water quality and loss of wildlife habitat.

How are Riparian Areas Identified?

Healthy riparian areas are typically composed of large trees, woody understory trees and shrubs, and smaller flowers, grasses, and groundcover. Well maintained and managed riparian areas are able to influence the physical, chemical, and biological characteristics of the stream by:

- Providing food, shelter and natural linkages for a wide variety of plant and animal communities.
- Shading and cooling the stream to enhance aquatic habitats.
- Filtering sediments and pollutants, preventing them from entering the stream or waterway.
- Stabilizing river banks and reducing bank erosion.
- Providing flood control

Who Regulates Riparian Areas?

In Indiana, the Indiana Department of Natural Resources has the authority to regulate riparian areas for water quality purposes. Often times, local governments (County Surveyor) may regulate, to some extent, development or encroachment to riparian areas through planning and zoning controls.

The Natural Resource Conservation Service (NRCS) states the ideal riparian area includes three zones for management in which development should be restricted. These zones, listed in sequence from the edge of the stream, are as follows:

- **Undisturbed Forest** - This zone is adjacent to the stream and is ideally 15' in width. Removal of vegetation is not permitted.
- **Managed Forest** - This zone is ideally 60' in width and harvesting of older vegetation is encouraged to support better filtering/removal of nutrients through younger, faster growing vegetation. Grass is not a substitute for the younger, faster growing plants. The runoff over grass is rapid, allowing no time for filtering.
- **Runoff Control** - This zone is ideally 20' and may be pastured, farmed for hay or mowed for recreational purposes. Pesticides and other chemicals should not be used within these zones in riparian areas.



A riparian corridor along Crooked Creek.

Non-Point Source

Pollution: Contaminants that are difficult to trace to a specific pollution source, such as a pipe or smoke stack. Often include agricultural activities such as poorly located or managed animal feeding operations; overgrazing; plowing too often or at the wrong time; and improper, excessive, or poorly timed application of pesticides, irrigation water, and fertilizer. (http://water.epa.gov/polwaste/nps/upload/2005_4_29_nps_Ag_Runoff_Fact_Sheet.pdf)

Goal 3: Support and Promote Environmentally Responsible Initiatives



1 Support Sustainable Building Practices

Encourage sustainable site development and building practices. Municipal and large-scale commercial and industrial development should lead the way. Key elements to consider include appropriate site selection, design, and development practices that minimize grading and retain existing natural features (which provide climate regulation, clean air and water, and improved quality of life).



2 Encourage Community Sustainable Practices

Support recycling, composting, and other environmentally responsible activities in Bargersville through methods such as public awareness campaigns and educational workshops. Other initiatives could include implementing energy conservation measures at the town or public institutions, and promoting similar measures for private consumers.

Goal 4: Protect and Enhance the Local Air Quality



1 Encourage Development Patterns that Minimize Pollution

Reduce the length and number of vehicle trips by supporting mixed-use development patterns that fill in gaps within developed areas rather than developing the agricultural and natural areas in the recently annexed areas which lengthens the distance between trip destinations.



2 Maintain Standards for Air Quality

Encourage and approve development that will maintain high air quality or cause an increase in the required federally mandated air quality restrictions.



3 Support Pollution-Minimizing Transportation Options

One result of growth is often increased automobile traffic, which in turn results in increased emissions. Support construction or establishment and utilization of multi-use paths, bicycling, public transportation, and other alternative forms of transportation to reduce these emissions.

Action Items

- Enforce the Town Stormwater Ordinance and work with the Johnson County Surveyor to review development plans and to monitor construction sites for compliance in order to maintain and enhance water quality standards.
- Incorporate stormwater Best Management Practices into ordinances.
- Identify and promote awareness of natural areas (riparian and wooded areas).
- Provide incentives for development that pursues LEED Building or Neighborhood Development Certification.

Profile: Best Management Practices (BMPs) for Stormwater Treatment

What are some alternatives to retention ponds for stormwater collection and treatment?

The use of constructed wetlands and bioswales can be beneficial not only for wastewater, but also for the treatment of stormwater runoff for existing properties and developing residential subdivisions, business, and industry. Some of the benefits of integrating BMPs into new development projects include:

- They can be less expensive to install as well as to maintain.
- They can be self-healing.
- People have a strong preference for living in healthy natural environments.
- People want to be able to access the natural environment in which they live, and stormwater management facilities have the potential to become spectacular components of parks.
- They are more readily permitted by regulatory agencies.
- Communities and corporations can project a progressive environmentally-friendly image.
- They encourage better integration of the built and natural environments.
- They can be built to facilitate the control of geese.
- There is a reduced liability for wet ponds with extended shallow water shelves.

There are also some issues to consider when utilizing constructed wetlands:

- The types of plant materials used: native vs. ornamental
- The natural elements will need to be maintained



Before and after photos of Miller Showers Park in Bloomington, Indiana.



Innovative bioswale stormwater treatment along minor roads and parking lots.

Profile: The 10-20-30 Rule for Urban Forestry

A general rule for urban tree planting includes:

- Plant no more than 10 percent of any species.
- Plant no more than 20 percent of any genus.
- Plant no more than 30 percent of any family.

This rule, if followed, helps to prevent mono-cultures. When too many of one tree type are planted in close proximity to each other, a disease or aggressive pest in one can quickly spread to all others, sometimes resulting in their necessary removal and subsequent lack of trees in a previously landscaped area.

For example, the Emerald Ash Borer, an aggressive pest, is currently causing the removal of Ash trees throughout the state and region. Many other pests and diseases are being identified throughout the midwest, and could affect central Indiana's trees in the coming years or decades, including:

- Asian Long Horned Beetle - affects Maples
- 10 Canker Disease - affects Walnuts
- Oak Wilt - affects Oaks
- Calico Scale - affects Honey Locust
- Red Maple Chlorosis - affects over-planted Red Maples
- Cracks in tree trunks - affects Bowhall Maples
- Needlecast - affects Spruces

By reducing the potential for a mono-culture of intentionally planted trees, it will be easier to plan for their replacements, should the need occur.

A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white canopy. The background is a clear, light blue sky. In the bottom right corner, there is a dark grey rectangular box containing the chapter title in white text.

CHAPTER 7

OPEN SPACE & RECREATION













The Town of Bargasville created its first Five-Year Parks Master Plan for the 2006-2010 planning cycle with the intent to provide parks, recreation, and open space facilities within the Town that enhance the quality of life for all Bargasville citizens. Since 2010, the town has undergone a tremendous increase in geographic size and population. In 2012, the Parks and Recreation Advisory Commission updated the Parks Master Plan.

The community is also served by private soccer and football leagues with facilities located on the southside of Whiteland Road in the center of the community. The leagues serve school age children and require fees to participate.

The nearby cities of Greenwood and Franklin also include several parks and open spaces that serve a wide variety of uses.



-  Recommended Collector Sidewalk
-  Marion County Existing Sidewalk
-  Recommended Multi-Use Path (within road right-of-way)
-  Recommended Multi-Use Path (within off-street right-of-way)
-  Urban Greenway
-  Recommended Pedestrian Corridor (existing or planned development area)
-  Recommended Pedestrian District (existing or planned development area)
-  County Boundary
-  Urbanized Area, Census 2000
-  Indianapolis Metropolitan Planning Area (MPA)

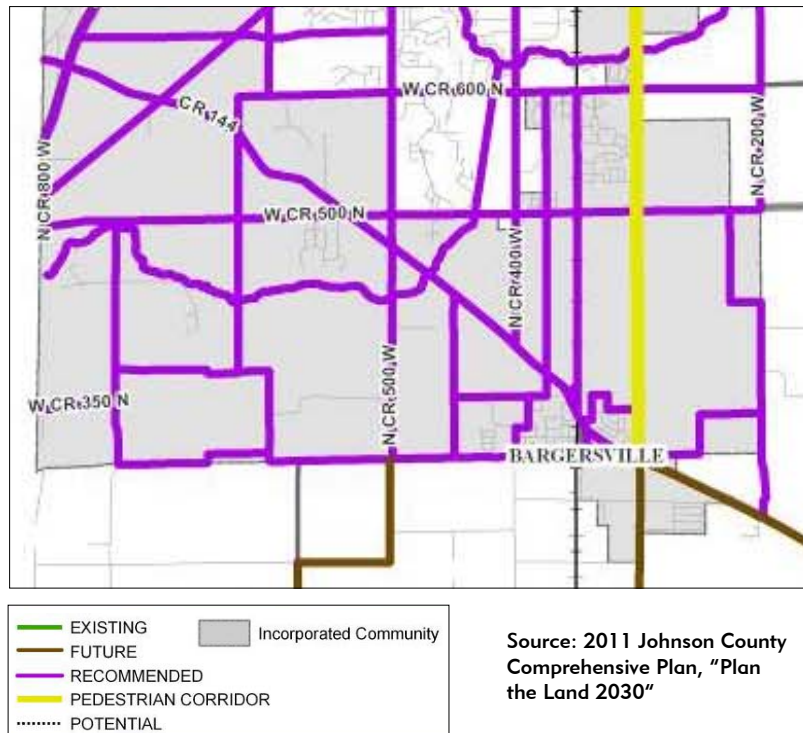
- A pedestrian corridor on SR 135 north of Old Plank Road (SR 144)
- Several greenway multi-use paths along creeks and railroad corridors
- Several collector sidewalks along many of the non-subdivision roadways in Bargersville

The *Johnson County Comprehensive Plan* recommends that several roadways in Bakersville become designated

cycling corridors, and that SR 135 become an identified pedestrian corridor (map this page, Figure 4-14: Bicycle and Pedestrian Plan, page 4-33, *Johnson County Comprehensive Plan*).

Bargersville's updated Parks Master Plan states that residents currently have regional access to a wide variety and vast quantity of recreational and open space, but there is a need for a greater amount of locally accessible open space, citing an approximate 120-acre deficiency. There are opportunities throughout the Town for expanded or new park and recreation space development as shown in the Open Space map on page 86. Additional potential locations may be considered beyond this plan's adoption.

Figure 4-14: Bicycle and Pedestrian Plan



Source: 2011 Johnson County Comprehensive Plan, "Plan the Land 2030"

Goal 1: Provide a Desirable Park and Open Space System



1 Identify Potential Parks and Recreation Properties

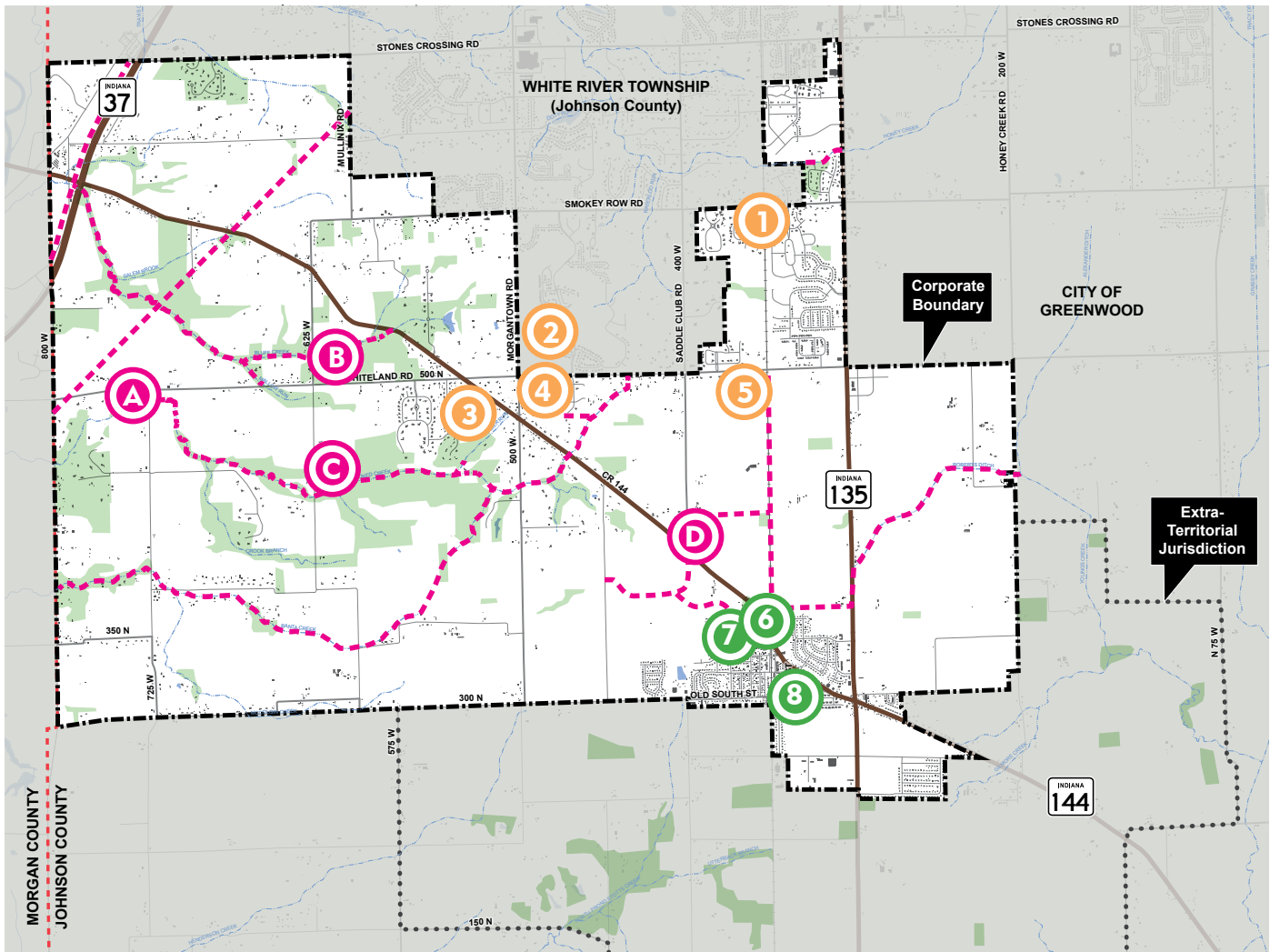
Review an inventory of Town-Owned property within the Bargersville planning area to determine if opportunities exist for park or open space development that will adequately serve residents who are not already within the service areas of the existing parks. Ensure that future park and recreational facilities correspond to the rate and location of new residential development through dedication or outright purchase.

2 Implement Recommendations within the Five Year Parks and Recreation Master Plan

Continue the momentum of the Parks and Recreation Master Plan update by continuing to investigate parkland acquisition, enhancement of existing facilities, and establishing a dedicated trail system.

3 Encourage Recreational Diversity

Strive to create a mixture of both passive and active parks and open space, and in a variety of sizes and in various locations throughout Bargersville to ensure adequate access to multiple recreation opportunities. Monitor demographic changes related to age, income, ethnicity, or other characteristics to adapt facilities and programs appropriate to the local population.



Open Space

LEGEND

- Proposed Greenway
- Wooded Areas
-

Private Open Space

- ① Sommerset
- ② Hickory Stick Golf Club
- ③ Football Fields
- ④ Soccer Fields
- ⑤ School



Public Open Space

- ⑥ Switzer Park
- ⑦ Windisch Memorial Park
- ⑧ Beulah Witt Park



Potential Open Space

- Ⓐ Ongoing Discussions with Property Owner
- Ⓑ Desired Link to Bluff Creek; Acquisition Not Explored
- Ⓒ Desired Link to Crooked Creek; Acquisition Not Explored
- Ⓓ Ongoing Discussions with Property Owner

See also Multi-Modal Plan map, page 125.

-  **4 Promote the Coordination of Recreational Open Space and Density**
Within mid- and high-density residential areas and mixed-use developments, ensure that areas for recreation are provided or accessible in proportion to the population intended to be served.
-  **5 Encourage Sustainable Site Design Principles**
Explore opportunities to incorporate sustainable or “green” design principles as an integral part of future development. Innovative site design features could include stormwater detention facilities utilized as public amenities. Conservation design principles would promote preserving open space or other natural features as part of future development.

Goal 2: Promote Connectivity

-  **1 Establish a System of Multi-Use Paths for a More “Walkable” Community**
Facilitate the construction of and prioritize pedestrian/bicycle connections to provide a cohesive network linking activities or destinations such as schools and residential areas, adjacent neighborhoods, and various recreational facilities. Indiana Railroad is open to the possibility of a trail within railroad right-of-way.
-  **2 Connect to Regional Destinations**
When reviewing new development proposals or multi-modal infrastructure, keep in mind the *Johnson County Comprehensive Plan’s* and the *Indianapolis MPO Pedestrian System Plan’s* recommendations for connectivity between Bargersville, the suburban residential areas just south of the Marion County Line, Greenwood, and Marion County/Indianapolis.

See also multi-“Multi-modal Transportation System Recommendations & Mapping”, Chapter 9: Transportation Systems, page 122.

Goal 3: Provide Quality Parks Programming

- 1 Support the Athletic Youth Leagues**
Work with the independent youth soccer and football organizations to ensure that league management and facilities for both players and spectators can accommodate a variety of regional and potentially state-wide events.



Trails, like the one shown above, can provide opportunities for exposure to nature, recreation, exercise, and alternative forms of transportation between destinations.

2 Expand Opportunities for Team Sports and Organized Athletics

Work with youth organizations, including boy and girl scouts, 4-H, and potential volunteers, from school programs or other sources, to expand the offering for league and team sports like baseball, basketball, tennis, etc.

3 Partner Parks and Festival Programming

Associate community festivals and downtown events with park space programming.

Action Items

- Update the Parks Master Plan a minimum of every five years or as there is a rapid increase in residential areas not currently served.
- Research alternative funding sources to expand or build park facilities and/or multi-use trails.
- Provide pedestrian and bike linkages between town, county and regional trails. Include the acquisition of land for linear trails / paths in a Capital Improvements Plan.
- Identify and develop at least one publicly accessible Town-owned park / open space in the western portion of Bargersville within the next five years. As land is identified, include potential acquisition in a 5-year Capital Improvements Plan (see profile, page 100).
- Facilitate the hosting of events such as the old “Fall Festival” or new “Wine at the Line” and attempt to, at least partially, host them within or connect them to parks and open spaces.
- Investigate providing a multi-use path adjacent to the rail corridor. Begin with converting some of the area in the downtown from parking to greenspace. Submit the request and a plan to the railroad.
- Update the Subdivision Control Ordinance to require open space and sidewalk or multi-use trail connections to the Town’s pedestrian and bike facilities. Require new development to provide easements to natural areas and waterways that could be part of a town-wide amenity. Neighborhood parks, if built to standards and in an accessible location, could be reviewed for future dedication to the Town.
- Require the dedication of conservation easements (minimum 20 feet wide) in new developments adjacent to stream corridors.
- A Town Parks Board member should participate in county and regional parks and open space planning efforts.
- Develop interpretive programs to enhance the awareness and appreciation of natural habitat and passive recreation areas.

A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white canopy. The background is a clear, light blue sky. The overall image has a soft, slightly blurred quality.

CHAPTER 8

PUBLIC SERVICES & FACILITIES

Analysis

The implementation of policies for the extension, upgrade, and maintenance of a community's infrastructure serves as the most significant factor in local growth and development. The infrastructure of a community includes not only utility service and roadways, but also public services such as fire and police protection, and other safety services. Utility and public services that lag behind the pace of development can be frustrating and the burden for the taxpayer can be imposing. Adequate public infrastructure is needed for new suburban and urban development. Therefore it is imperative that decisions regarding land use development be made in concert with decisions on infrastructure.

Determining the community's ideal pattern of land use prior to extending utility lines can help a community make sustainable decisions and grow responsibly. This can prove fiscally beneficial to both the community itself (who sometimes pays for the extensions) and utility customers by ensuring that utilities are only extended to areas that will potentially provide a concentration of customers, as opposed to extending lines to an outlying development of a few customers, with no one in between to help offset the monetary investment of installation.

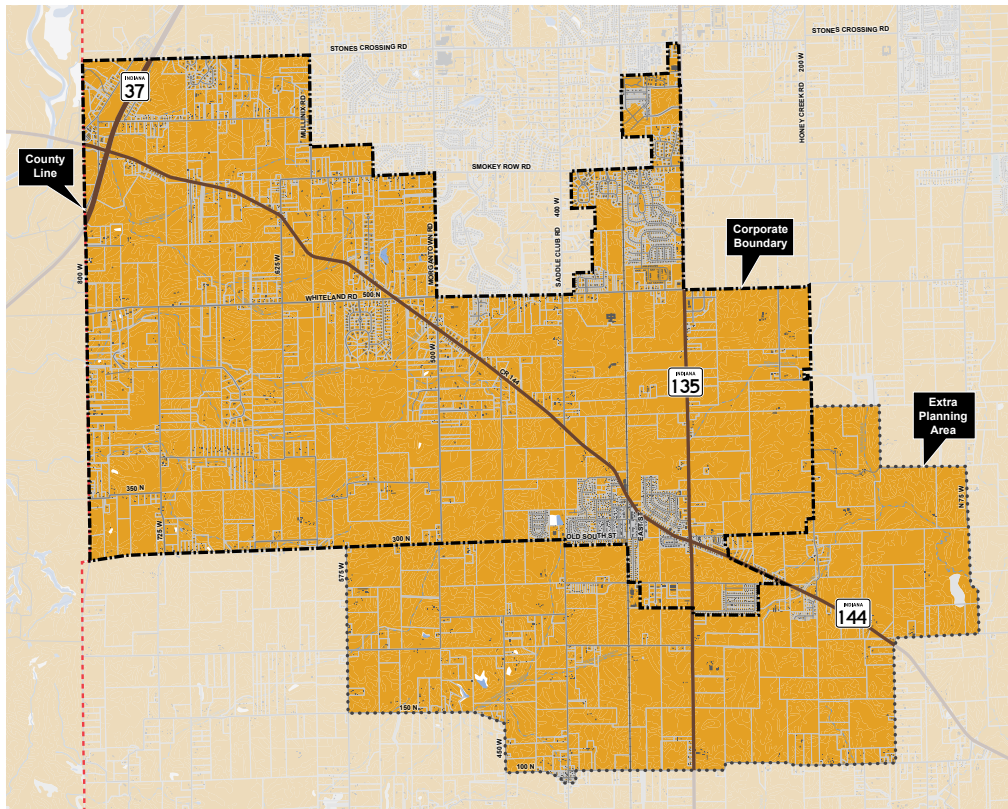
Water

The original water treatment plant for the Town of Bargersville was constructed in 1959 on Smith Valley Road. Four expansions have been made since the original one was constructed. Its current capacity is 5.2 MGD with an effective capacity of 6.5 MGD if running full-time.

In addition, the utility has two well fields and six elevated water storage tanks which, among other functions, provide storage of water for fire protection and utility emergencies. Additional tanks will be constructed as growth occurs throughout the system. The number and capacity of each tank will be determined based upon the area being served, requirements of the State Insurance Services Office, and the capabilities of the existing water treatment plants to provide additional flow.

Two critical fire protection components of the water utility are fire hydrants and elevated water storage tanks. The water utility has numerous fire hydrants throughout its system for fire protection. The minimum number of hydrants installed on a water main is based upon the area being served and requirements of the State Insurance Services Office. Additional hydrants may be requested to be installed at the Town's discretion.

During 2011-2012, the Town's water utility made numerous improvements to its system including the construction of a second water treatment plant with a capacity of 6.5 MGD located within a few miles of the intersection of State Road 144 and State Road 37. Other improvements include construction of a third well field, clear well storage, and 16" and 24" transmission mains. In addition, the service area boundaries have expanded due to recent annexations (map page 25). Other infrastructure projects, such as the extension of Interstate-69, will spur additional development.



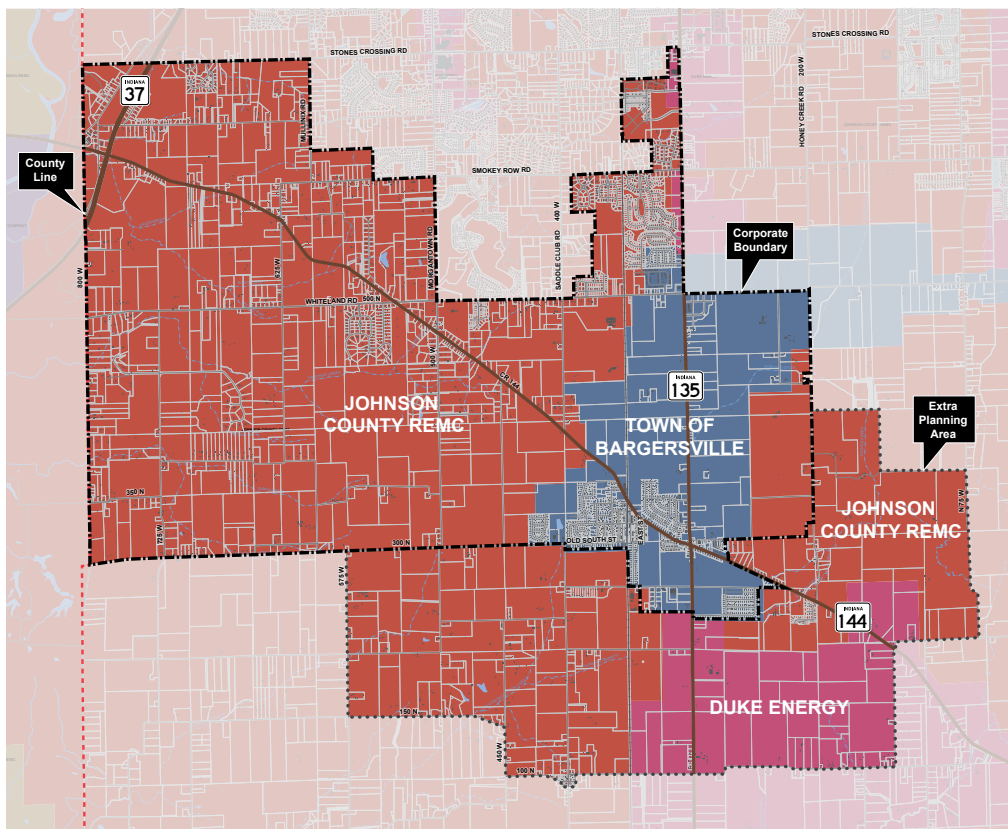
Septic System Suitability

LEGEND

Very Limited Suitability



Source: United States Department of Agriculture (USDA) Natural Resource Conservation Service (NRCS) Web Soil Survey (WSS)



Electrical Providers



Source: Johnson County GIS data.

Wastewater

The original wastewater treatment plant for the Town of Bargersville was constructed in 1961. In 2001 the plant at 600 West Old South Street was expanded to a capacity of 0.50 MGD. The most recent plant expansion was completed in 2007. The current wastewater treatment plant, combined with the Biolac system, has a permitted average daily flow capacity of 1.5 MGD.

The plant site encompasses 21.7 acres and is bounded by residential development to the east and west. In the past several years, the Town has received numerous complaints from surrounding residents regarding odor emanating from the plant. Eliminating all odors in their entirety is both improbable and not economically viable. However, there are ways to control and reduce odors from a WWTP, and the Town has taken several measures to correct odor problems.

The existing wastewater treatment plant site is nearing its maximum ability to accommodate the Town's future growth. A second wastewater treatment plant will be needed and the logical location, from a topographic perspective, is near the intersection of State Road 144 and State Road 37 because this location allows the vast majority of the area, currently unserved by sewers, to be conveyed via gravity. Two private sewer utilities exist nearby in Morgan County that have shown an interest in the Town of Bargersville treating their wastewater.

The Service Areas map (page 93) depicts existing and proposed utilities. Many of the proposed sewer service lines are shown as running adjacent to stream and creek corridors. The map does not indicate phasing, but rather will rely on market demand to dictate when and at what cost facilities will be constructed. Significant development proposals will be necessary to fund many of these extensions, and prior to installation the town should be aware of not only initial construction cost, but the potential customer revenue and long-term facility maintenance cost.

For those utility lines proposed along waterways, as maintenance easements are established ensure that they also allow public access, and are of an adequate width to do so, in accordance with the areas that are proposed for greenways in the map on page 124.

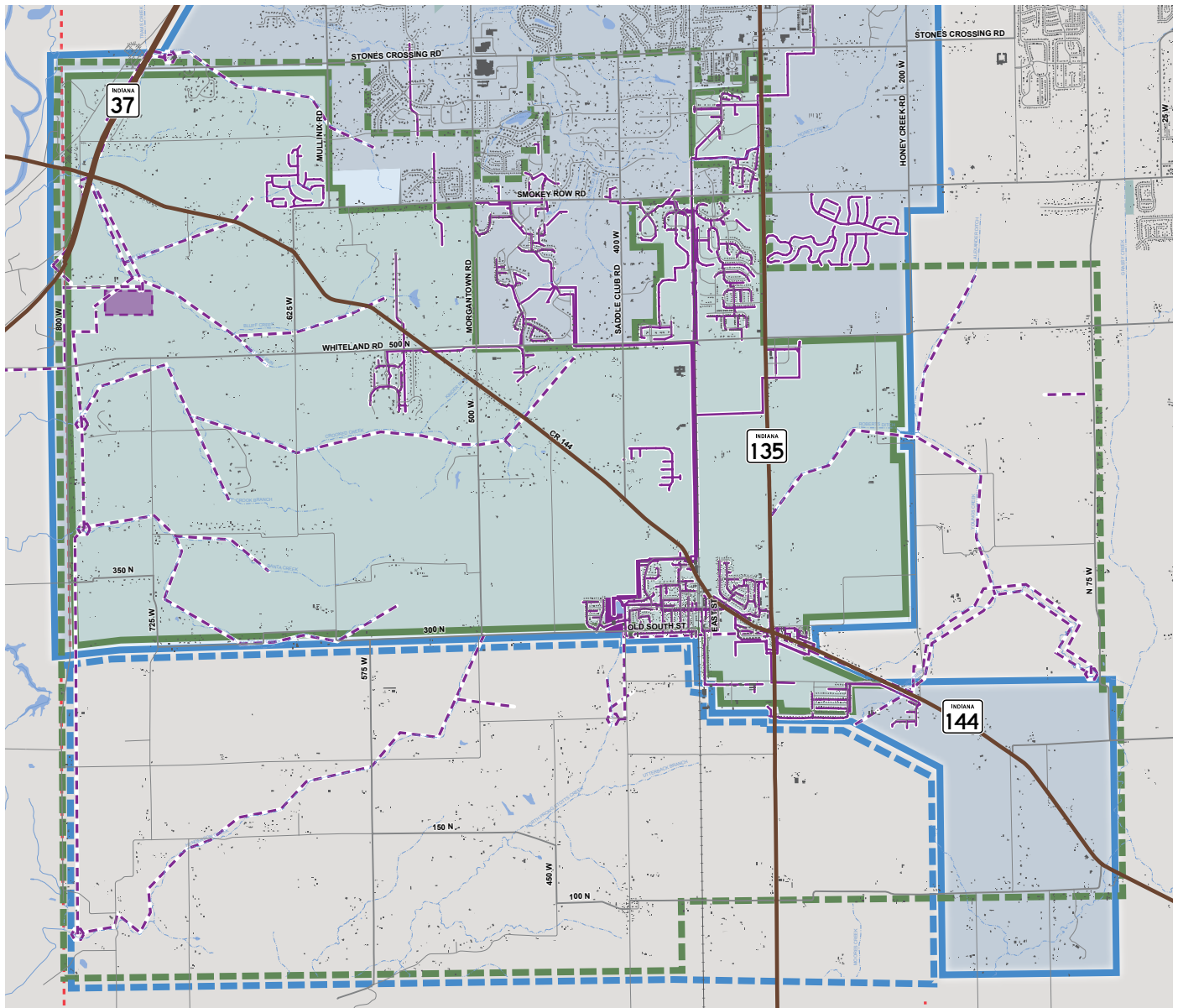
The vast majority of Bargersville is considered to be unsuitable for septic systems according to general soil analysis maps (Septic System Suitability map page 91), and therefore any new development that is not strategically placed to be served by existing utility systems should be reviewed carefully before rezoning property or issuing land development permits.

Electricity / Communications

Within the planning area, Bargersville's electricity is provided by a combination of Johnson County REMC, Duke Energy, and the town's own utility.







Stormwater: Water resulting from rain, melting or melted snow, hail, or sleet. 327 IAC 15-13-5 (78)

Stormwater system: All means and methods for the transport of storm related water.

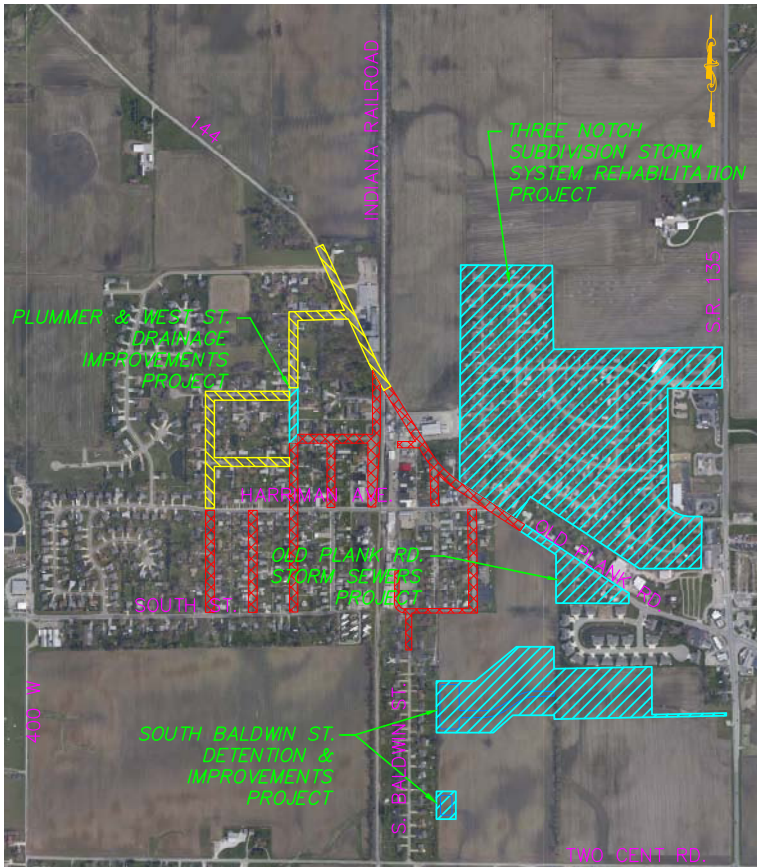


Sanitary / Water Utility Service Areas

LEGEND

- | | |
|---|--|
|  Existing Water Service Area |  Existing Sewer Service Lines |
|  Proposed Water Service Area |  Proposed Sewer Service Lines |
|  Existing Sewer Service Area | |
|  Proposed Sewer Service Area | |





Key Stormwater Projects

LEGEND

- First Tier Projects
- Second Tier Projects
- Third Tier Projects



- Structures (between 3' and 20' in length)
- Culverts
- Field and underdrain tiles
- Rivers, creeks and streams
- Lakes and ponds
- Legal Drains
- Drainage swales, including rear and side yards
- Roadside ditches

Although the above components are not all regulated or the responsibility of the Bargersville Department of Stormwater Management, the Board has responsibility over portions of the system that reside within the right-of-ways of roads and streets or within drainage and utility easements. Currently, by virtue of inter-local agreements between the Town and the Johnson County Commissioners, the ditch and culvert systems along "county" roads are still maintained by the Johnson County Highway Department. The County Surveyor's Office and County Drainage Board have jurisdiction over legal drains, while the Johnson County Commissioners and Highway Department manage all bridges

Stormwater

Stormwater, rain, precipitation: one of the greatest essentials of life on earth. Floods, hydroplaning, ponding, pollution, erosion, sedimentation: the adverse effects of unmanaged stormwater can be hazardous and disastrous. Proper management of stormwater has become a significant issue for communities, especially in developing areas. The Town of Bargersville has taken beneficial steps to manage their stormwater runoff. Stormwater is defined and regulated in various ways, all of which have an effect on the way in which the Town manages its stormwater system.

Existing Stormwater Conditions

The stormwater system within the Town of Bargersville consists of the following:

- Storm sewer systems, including:
 - Storm sewer piping
 - Detention ponds
 - Manholes
 - Curb Inlets
 - Area or Yard Inlets
- Bridges (20' or longer along centerline of road)

and structures by virtue of the Cumulative Bridge Fund, a property tax-based fund designated solely for the maintenance, repair and replacement of the county's bridge system. Within platted subdivisions, detention ponds are either owned by the individual lot owners surrounding the pond or, in newer subdivisions, are maintained by a Home Owner's Association (HOA). The HOA is also responsible for the stormwater system that is not within public right-of-way, including yard drainage swales.

Recommended key stormwater projects (shown on Key Stormwater Projects map, this page) include:

- South Baldwin Street Detention & Improvements
- Old Plank Road Storm Sewers
- Plummer & West Streets Drainage Improvements
- Three Notch Subdivision Storm System Rehabilitation

Design considerations for stormwater projects include:

- Stormwater Management Department; Drainage Standards Manual; Application Processes
- System Improvements and Management Plan
- Regional Detention

Public Safety

Fire Protection

The Bargersville planning area includes fire protection services from the Bargersville Community Fire Department, broken into two fire districts: 201 & 202 (map page 96). These districts also extend outside of the planning area.

The Town has six elevated water storage tanks which, among other functions, provide storage of water for fire protection and utility emergencies. An adequate number of fire hydrants in the system is also critical for effective fire protection. The water utility has numerous fire hydrants throughout its system. The minimum number of hydrants installed on a water main is based upon the area being served and requirements of the State Insurance Services Office. Additional hydrants may be requested to be installed at the Town's discretion.

Public Safety



The Bargersville Police Department is staffed by one (1) police chief, (1) assistant police chief, seven (7) full time sworn officers, and one (1) civilian member. In addition, town dispatching is assisted by the Johnson County Sheriff's Department.

Emergency Medical Response

Bargersville is served by Rural Metro Ambulance service, a national company, providing emergency response (map page 96). Johnson Memorial Hospital (JMH) in Franklin, Saint Francis Hospital and Community Hospital South in

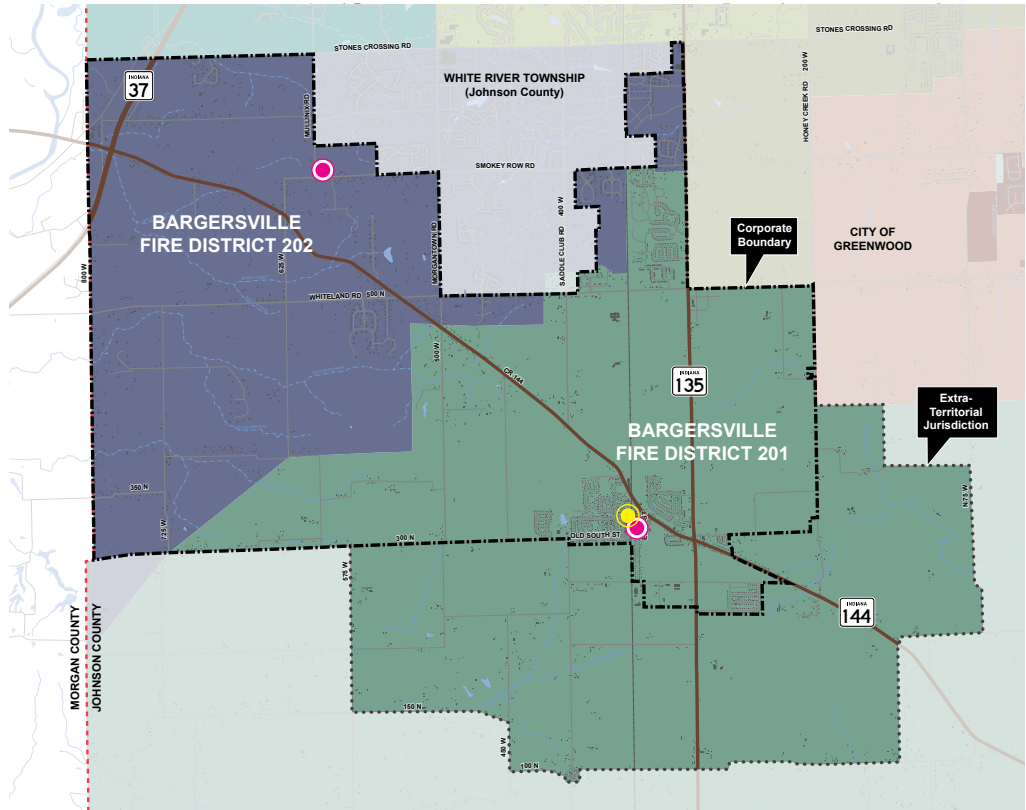
Fire Districts & Police

LEGEND

-  Police Station
-  Fire Stations



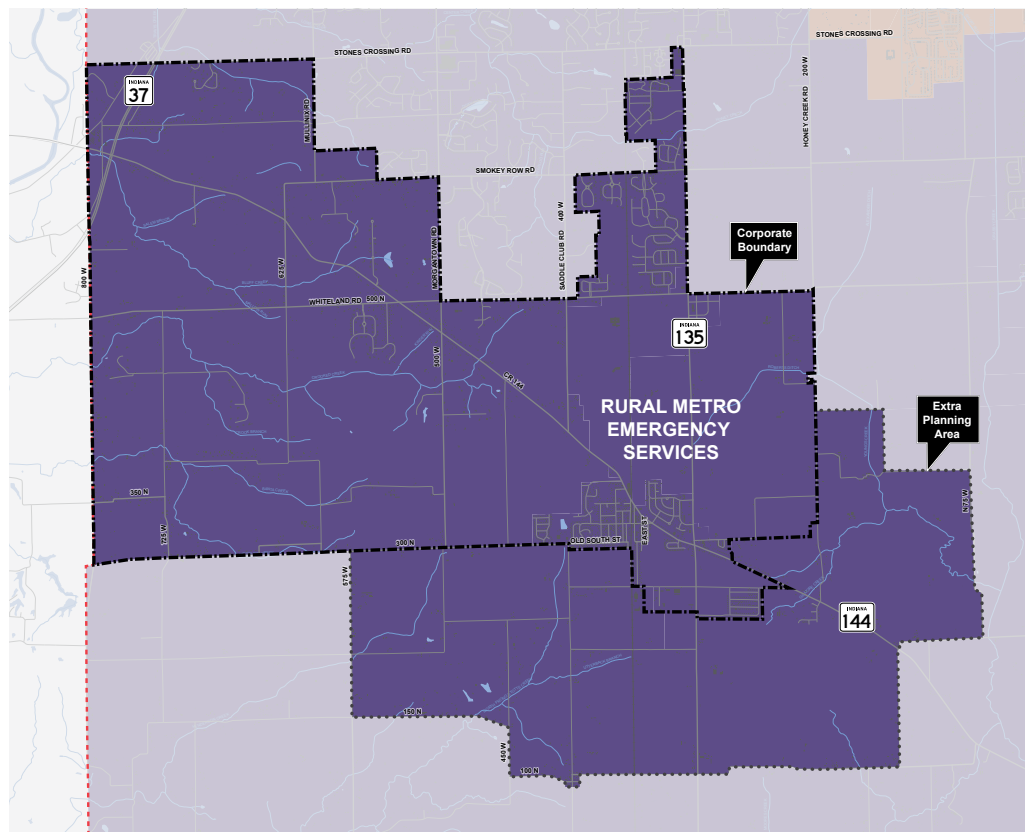
Source: Johnson County GIS data.



Emergency Services



Source: Johnson County GIS data.



Greenwood are the hospital facilities nearest to the Town. There are also urgent care facilities including JMH Immediate Care in Franklin and several located throughout Greenwood. The Stones Crossing Health Pavilion, a collaboration between the Community Health Network and Johnson Memorial Hospital located south of Stones Crossing Road, west of SR 135, is currently under construction.

In addition, plans have been submitted for a continuing care retirement facility by CarDon & Associates, adjacent to the future Health Pavilion and east of the Enclave subdivision. The facility would likely include a nursing home, assisted-living apartments, and a wing for people suffering from memory issues, providing both long-term residential facilities and short-term rehabilitative care or specialized support. CarDon & Associates currently anticipates a 2014 opening for the facility.

Indiana University Health is planning a new urgent care facility nearby - southeast of Whiteland Road and SR 135.

Goal 1: Construct a second wastewater treatment plant in vicinity of State Road 37 and State Road 144 intersection to promote growth consistent with Comprehensive Plan

- Team with local agencies such as Johnson County Development Corporation and with Morgan County agencies and governmental bodies to pursue development types that are both consistent with the Comprehensive Plan and supported by the development community.
- Seek governmental funding including low-cost loans and grants for existing users with failing septic systems.
- Negotiate terms of funding and cost sharing of construction costs with potential developers
- Use Water & Sewer Master Plan as a tool for planning future water and wastewater projects, seeking interest from and negotiating with developers, and keeping rates affordable and competitive
- Establish revised zoning ordinances that are consistent with the Comprehensive Plan
- Establish a tax increment financing district to aid in funding future infrastructure

Goal 2: Manage the growth of the water and sewer utilities such that rates remain affordable and competitive compared to surrounding utilities

- Establish an updated funding mechanism, like connection fees for new development, to charge developers in proportion to the services that their development will utilize, allowing the community to plan for future improvements to increase overall capacity
- Investigate current costs associated with designing and constructing various types of wastewater treatment plants
- Discuss proposed connection fee structure with Town staff, consultants, and developers
- Compare proposed fee structure to other communities
- Adopt ordinances to implement revised connection fee structure for new development

Goal 3: Connect areas on failing septic system to sewers

- Consider feasibility of connecting users during planning stage of extensions for development
- Negotiate cost sharing of sewer and force main extensions with developers to increase capacity of proposed utilities to serve existing areas
- Consider the use of inter-local agreements to fund projects
- Utilize the Water & Sewer Master Plan to identify critical corridors that could be used for easements and then secure them during the development approval process

Goal 4: Assist in creating and sustaining commerce and economic growth by improving and maintaining current infrastructure at a level that provides for the immediate and future needs and well-being of residents and businesses



1 Regionally Plan for Drainage

Identify potential regional detention development areas in or near target growth areas to ensure effective drainage for both new and existing residents and businesses.

2 Maintain Drainage Systems

Responsibly address known, or yet to be known, drainage problems in a fair and equitable fashion in a prioritized manner based on the good of the community as a whole.

3 Plan for Future Infrastructure

Manage and welcome new, high quality developments while ensuring that future costs to the Town are minimized by proactive infrastructure planning.

Goal 5: Provide protective services that are capable of meeting the community's demand**1 Consider Creating Inter-Local Agreements for Service**

Inter-Local Agreements, between municipalities or county service agencies, can sometimes fill a need in one system while taking advantage of underutilized resources in another. This could apply for policing, fire protection, or other emergency response and administrative agencies.

2 Maintain an Effective Number of Emergency Response Employees

Adhere to the recommendations of the Bargersville Fiscal Plan with regard to the necessary amount of police and protective service employees to maintain public safety.

3 Evaluate the Effectiveness of Current Districts

With the increase in Bargersville's physical size, it may be necessary to evaluate emergency response service areas and facilities to determine the best locations for effective service.

Action Items

- Monitor, review and revise Department of Storm Water Management policies, ordinances, drainage standards manual, application forms and processes in conjunction with the requirements of the IDEM permit, the subdivision control ordinance as well as other town departments to provide optimum, complete and efficient service to the public.
- Develop and implement a cost-feasible System Improvements and Management Plan for utility systems.
- Evaluate existing resources and appropriately plan for the future of the Department of Storm Water Management regarding personnel staffing and equipment needs.

Profile: Creating a Capital Improvement Plan

What are Capital Improvements?

Capital improvements include any projects identified and needed by a community. The most common projects usually involve major construction of roads, building a municipal building/facility, acquisition of real property, or acquisition of equipment.

For the purpose of this Comprehensive Plan, the capital improvement projects include, but are not limited to, the maintenance and construction of:

- streets,
- sidewalks,
- sanitary sewer,
- storm sewer,
- water lines, and
- public buildings.

What is a Capital Improvement Plan?

Typically a Capital Improvement Plan (CIP) is a five-year timetable or schedule identifying the planned capital improvements to be made over a period of time. The improvements are prioritized as to importance, giving an approximate date that they should be completed, and estimates for the costs of each project and anticipated funding sources. It begins with a five-year projected schedule. As each year closes, minor adjustments to the next four years are made as necessary and a fifth year is once again added. This ensures that the Capital Improvement Plan will always project five years worth of identified projects.

How Can you Manage Growth with a CIP?

A Capital Improvement Plan is one of the most effective means to manage growth in a community. With a CIP in place, the community can best sculpt or manage where and when growth occurs within the town. For instance, if primary infrastructure is never extended to an area, growth is less likely to occur. On the contrary, where growth is desired, a municipality can extend its infrastructure in order to proactively attract builders. However, infrastructure alone does not always attract a new development. Extending infrastructure without a phased plan for growth can dilute opportunities and result in vast quantities of public investment that may sit idle for many years.

Municipally owned water and sewer are the most critical infrastructure elements for steering growth in a community. These two services are generally required for all new development. Bargersville owns its utilities, therefore development can be managed within town limits and in locations outside of town requiring the services.

Whether extending infrastructure in advance of development as a public investment or approving private infrastructure investments, all infrastructure must be built to the specifications of the Town and be deeded over to the Town upon completion. Further, standards for sizing of the lines should be adequate to accommodate future capacity in areas expected to have a high growth potential or desired for large-scale development like industrial or light industrial.

A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white canopy. The background is a clear, light blue sky. The overall image has a soft, slightly blurred quality.

CHAPTER 9

TRANSPORTATION SYSTEMS

Analysis

The Transportation Plan or “Thoroughfare Plan” is the comprehensive overview and planning tool for the improvement, enhancement and maintenance of the transportation system. The plan provides overall goals and specific implementation strategies. Planning for the proper improvement and maintenance of the Town’s transportation system is essential to the livelihood of the community as a whole. Transportation affects our daily lives, stimulates growth, may reduce pollution, shapes connectivity, promotes efficiency, inspires change, and can influence the perception of the community.

This chapter contains an analysis of motorized and non-motorized transportation in Bargersville followed by the Thoroughfare Plan (page 113) which is the primary method of implementing the transportation-related goals given later in this chapter.

Transportation System: An interconnected assemblage of all modes and methods for moving people and goods.

Thoroughfare:
“Thoroughfare” means a public way or public place that is included in the thoroughfare plan of a unit. The term includes the entire right-of-way for public use of the thoroughfare and all surface and subsurface improvements on it such as sidewalks, curbs, shoulders, and utility lines and mains. IC 36-7-1-20

Related Agencies and Regional Partners

An essential component of local Town transportation planning is considering other regional planning efforts that are being undertaken by neighboring jurisdictions. It is prudent to be aware of and contemplate the outside forces that may affect internal decisions. This is especially relevant since transportation itself is regional by nature: people and goods move through the transportation system as it crosses through and connects with other jurisdictions. Thus local transportation is affected by programs and decisions beyond its own boundaries.

Johnson County

Bargersville lies within the Johnson County community which has recently adopted a Comprehensive Plan that includes significant transportation components. Transportation related sections of the 2011 “*Plan the Land 2030*” include specific goals and actions for proposed transportation and infrastructure, including trails, with responsible parties and time frames for accomplishing them. The plan addresses several areas that are now within the Town boundaries due to recent annexations.

In addition, by virtue of inter-local agreements between the Town and the Johnson County Board of Commissioners, the non-subdivision roadway system in the newly annexed areas (former “County” roads) is currently maintained by the Johnson County Highway Department.

Metropolitan Planning Organization

Both Bargersville and major portions of Johnson County reside within the planning boundaries of the Indianapolis Metropolitan Planning Organization (IMPO). The IMPO is charged with providing a balanced transportation system and quality of life in the Indianapolis region where the needs of pedestrians, bicyclists, transit users and automobile operators are valued equally. *The Indianapolis Regional Center & Metropolitan Planning Area Multi-Modal Corridor And Public Space Design Guidelines* adopted in 2008 addresses Bargersville and Waverly.

Profile: Regional Planning

Metropolitan Planning Organization

A Metropolitan Planning Organization (MPO) is a federally created organization that is responsible for developing, coordinating and directing a cooperative fiscally constrained plan for implementing the necessary transportation. An urbanized area that has a population of 50,000 or more is required to have an MPO. In the Indianapolis region, the City of Indianapolis, Department of Metropolitan Development (DMD) is the designated MPO. The MPO planning process is a prerequisite to the area receiving federal funds for airport, transit and highway improvements. The Indianapolis MPO's Multimodal Corridor and Public Space Design Guidelines establish a common family of elements to assist the Indianapolis Regional Center and Metropolitan Planning Area in becoming a regional network of diverse, walkable, bikeable, and transit-friendly communities.

Metropolitan Planning Area

The MPO is responsible for transportation planning in the area defined by the most current Census as being urbanized, plus the area anticipated to be urbanized in the next 20 years. This area is known as the Metropolitan Planning Area (MPA). The present MPA is based on the 2000 Census and includes all of Marion County and portions of the surrounding counties of Boone, Hamilton, Hancock, Hendricks, Shelby, Morgan and Johnson. The MPA will be updated with data from the 2010 Census when it is made available by the Census Bureau. Counties, cities and towns within the MPA, together with state and federal oversight agencies, comprise the Indianapolis Regional Transportation Council.

Indiana Department of Transportation

INDOT is another related- agency partner, somewhat similar in nature to the MPO. INDOT's planning efforts are concentrated on federal and state funded major thoroughfares that pass through Bargersville. INDOT develops the Indiana Statewide Transportation Improvement Plan (INSTIP) and the INDOT Long Range Transportation Plan (INLRTP) as well as other major corridor studies such as the I-69 Indianapolis to Evansville route and the Central Indiana Suburban Transportation and Mobility Study (CISTMS).

Existing Inter-Local Agreements

Currently, mutually beneficial agreements exist between Bargersville and Johnson County for the County's continued maintenance of roads annexed into Bargersville, effective January 2010. Federal funding for transportation projects within the Town is allocated by the MPO, based on a weighted project prioritization that is interdependent on the state's functional classification system. State funding for roadway maintenance and improvements is determined through specific funding equations for roads included on the roadway inventory maintained by INDOT.

Roadway Network – Functional Classifications

The roadway network is made up of several different categories of streets and roadways, typically called "functional classifications", since they describe and

differentiate between the use and functions of these various types of roadways. This classification is also the basis for most roadway design, construction and safety considerations. Per INDOT planning data maps, the existing roadway network within the Town of Bargersville is made up of six different functional classifications. These are:

- Local
- Minor Collector
- Major Collector
- Minor Arterial
- Principal Arterial
- Freeway or Expressway

With this update to Bargersville's Comprehensive Plan, a more detailed set of thoroughfare classifications was created to more specifically address the desires and needs of the Bargersville community. Those classifications and associated map can be found on pages 110-113.

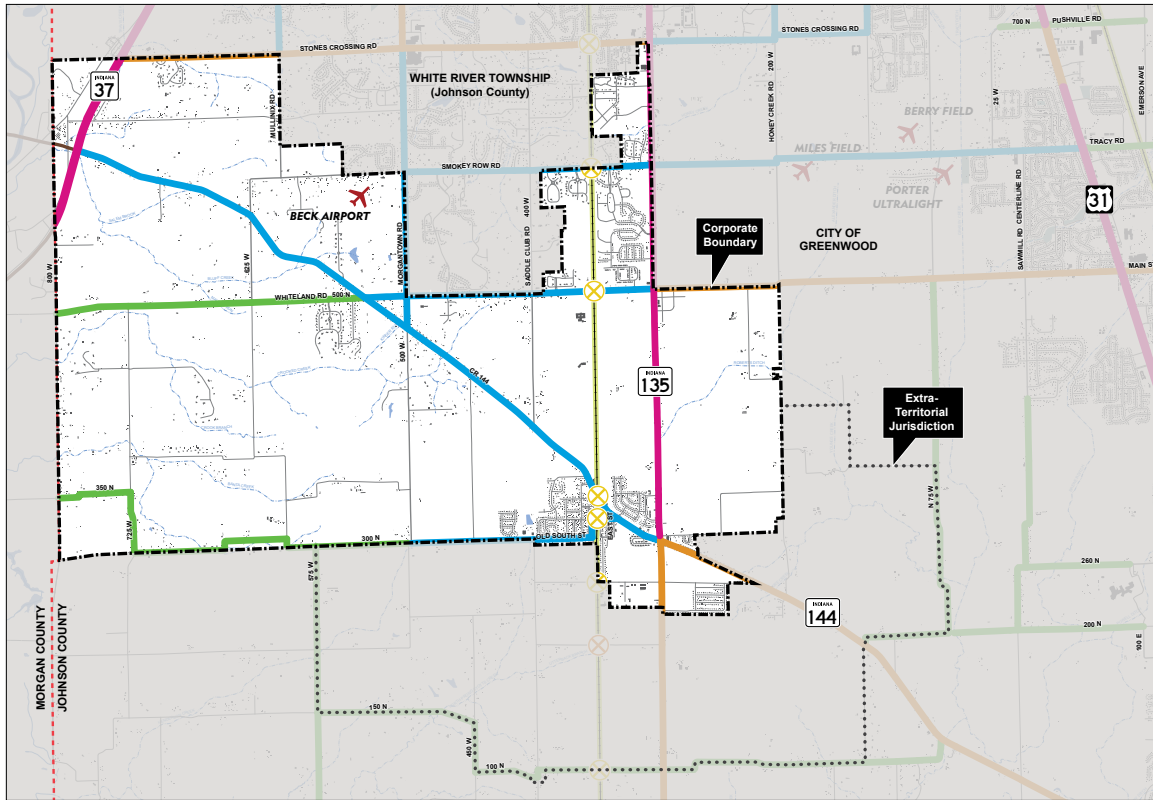
Other Related Plans, Sources and References

For additional information on the plans below, see Appendix A: Complete Transportation Analysis.

- Plan the Land 2030: the Johnson County Comprehensive Plan
- Johnson County East-West Transportation Enhancement Project Preliminary Engineering Assessment
- The 2011-2012 Unified Planning Work Program
- The Indianapolis Regional Transportation Improvement Program
- The Indianapolis Long-Range Transportation Plan
- MPO Multi-Modal Planning Website
- IndyConnect (proposed long-range transportation plan for Central Indiana)
- Regional Bikeways Plan (Central Indiana)
- The Regional Pedestrian Plan (MPA)
- Multimodal Corridor and Public Space Design Guidelines (MPA)
- The Central Indiana Suburban Transportation and Mobility Study
- INDOT's Long Range Transportation Plan
- INDOT's Statewide Transportation Improvement Program

Safety Considerations - Intersection Improvements, Roadside Safety, Congestion, Access Management

A significant transportation related issue is system safety. This safety component relates to actual functionality of the physical elements as well as the expectations of the user. Accepted standards for new construction and other system improvements have been developed by industry professionals. These standards or guidelines can be local, while generally they are state and national standards, developed in published form by jurisdictional agencies and committees. All improvements should conform to these standards.

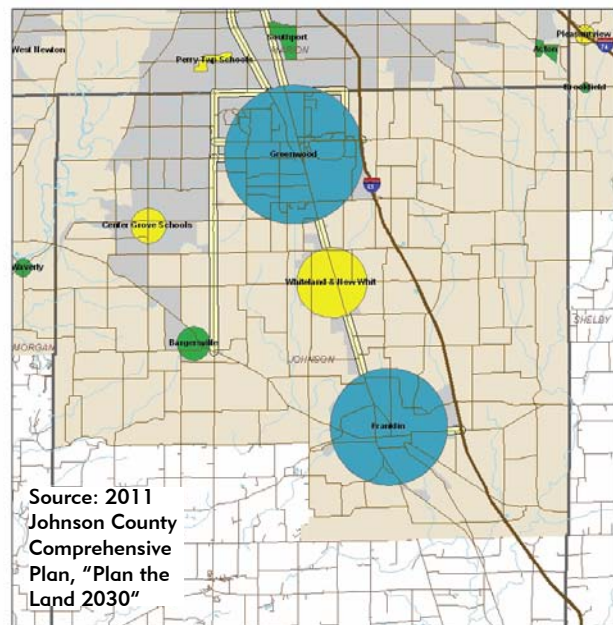


Previous Plan for Transportation

Based on existing classifications from INDOT's Planning Data Viewer <http://dotmaps.indot.in.gov/apps/PlanningDataViewer/>

LEGEND

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- Active Railroad
- ⊗ RR X-ing (warning)
- ⊗ RR X-ing (no warning)
- ✈ Private Airfield
- ⊕



Source: 2011 Johnson County Comprehensive Plan, "Plan the Land 2030"



Intersection improvements can provide significant modification at specific locations, targeting identified problems with proper solutions. Intersection problems can be related to sight-distance or visibility, other functional or geometric issues as well as user perception or inattentiveness. Accident crash reports and data statistics can provide insight into these issues and are available and managed through the cooperative efforts of the Indiana State Police and other agencies. The Bargersville Police Department has access to the information databases and is working toward compiling areas or locations of high incidents where system improvements may be identified and corrective solutions implemented. The Johnson County Comprehensive Plan identified five locations with high accident rates, as well as four other locations where roadway improvement needs were identified, not related to high crash incidents (as given in Fig. 4-2 through Fig. 4-6, in the Plan the Land 2030). These are listed in the following table, developed from the above Figures. Since the Town and the County currently have mutual inter-local agreements for most "formerly County" roadways, potential improvements will likely be undertaken by mutual agreement as well.

Intersection or Roadway Improvement Needs

- Whiteland Road and Morgantown Road (roundabout planned for 2013)
- 300 North Road and Morgantown Road
- Smokey Row Road and 625 West Road
- 350 North (Banta Road) from County Line to 725 W

Roadside safety influences the recoverable aspects or the forgivable concept allowing the user a certain degree of latitude for corrective mistakes when accidentally leaving the roadway surface or travelled pavement. Wide shoulders, flatter roadside slopes, wide shallow ditches, clear open areas without power poles, trees, culverts headwalls or even guardrail, provide safer environments for the user. The afore-mentioned standards for road improvements define

the accepted levels of implementation and design for these types of projects. Generally, these improvements can be less costly than full roadway construction while at the same time, projects such as wider shoulders can provide new bicycle lanes and bike routes for the alternative transportation network.

Congestion accumulates when the capacity of the system becomes untenable. Many times this

occurs at specific point locations such as intersections, where improvements, in similar relation to the previously discussed Intersection Improvements, can be implemented. Typically, these spot location modifications can be made at a lower cost than full roadway improvements, while specifically addressing the need. Congestion can also be related to access management (further analysis and recommendations, page 114) and can be mitigated at the development stage by proper planning.

<i>High Crash Locations</i>	
Location Description	Identified Deficiency
Whiteland Road and 144	Capacity and sight distance
Morgantown Road and 144	Sight distance
Stones Crossing Road	Capacity / narrow lanes
Whiteland Road and 144	Capacity and skew
Smokey Row Road and SR 135	Access management / stop control

Goal 1: Create and Sustain High-Quality Economic Growth by Promoting Commerce Corridors

1 Enhance Gateways

Create a vision for gateway entrances at key locations along thoroughfares at the edges of the Town Center and at entry points into the new Town limits.

2 Ensure Adequate Right-of-Way

Protect and preserve adequate designated right-of-ways for current and future development in accordance with the function of the roadway in conjunction with the proposed Land Use Plan.

3 Reserve Undeveloped and Support Planned Corridors

Define and protect new undeveloped thoroughfare corridors that will promote commerce, improve safety and enhance the Town Center. Examples may include a potential alternate truck route or filling in gaps, like the missing link of South Street which is currently divided by the railroad.

Responsibly implement the planned East-West Corridor Route along Old Plank Road (SR 144) and Whiteland Road in continued inter-local cooperation with Johnson County.

4 Remove SCO ROW Codification

Pavement widths are currently codified in the Bargersville Subdivision Control Ordinance (SCO). To facilitate flexibility and innovative design, limit standards to within an adopted Construction Standards Manual.

Goal 2: Enhance Safe Travel on Existing Roads and Plan for Future Growth while Minimizing Congestion

1 Continue Inter-Local Agreements

Maximize the mutual benefit of current inter-local agreements between the Town and the Johnson County Commissioners for the maintenance of the non-subdivision roadway system in the newly annexed areas (former county roads). Utilize this relationship to analyze and implement a Roadway Safety Improvement Plan to address existing hazardous conditions such as:

- a. Coordinate and implement improvements with INDOT to improve hazardous conditions at the Flea Market. These improvements may include a flashing light, signage, curbing, or other methods to calm traffic.
- b. Improve roadway shoulders while providing bicycle routes as appropriate.
- c. Identify high hazard locations and implement needed improvements.
- d. Replace antiquated signage and install new signage in areas that would improve safety.

2 Develop a Capital Improvements Program

Develop a cost-feasible Capital Improvements Plan that enhances the strategic location of the Town by improving significant thoroughfare routes, like 144, in conjunction with planned Primary Arterial route projects (I-69/SR 135).



Shown above are multi-use trail facilities paired with roadways (top) and active railroad corridors (bottom).

3 Plan for Future Traffic Patterns

Develop an Access Management Plan, similar to what is already required for the SR 135 Overlay District in the Zoning Ordinance, for incorporation into the Subdivision Control Ordinance to appropriately address potential traffic conflicts in developing corridors.

Goal 3: Promote Multi-Modal Transportation



1 Support Future Non-Motorized Transportation Linkages

Update the Subdivision Control Ordinance to require pedestrian and multi-use pathways on all new developments and roadway improvement projects in order to ensure that missing links and future costs to the Town are minimized.



2 Address Current Gaps in the Non-Motorized Transportation Network

Develop and implement a cost-feasible plan to provide pedestrian and multi-use facilities throughout the Town in connectivity with downtown, neighborhoods, schools, new and existing parks and other destinations.

3 Address accessibility in Central Bargersville

Develop and implement a cost-feasible program to address pedestrian circulation and ADA compliance throughout Old Town in connection with the Town Center and the SR 135 corridor.



4 Pursue Easements

Discuss with property owners the possibility of obtaining easements for a greenway corridor.



5 Promote Pedestrian-Scaled Infrastructure

Encourage traffic-calming features such as landscaped medians, bump-outs at intersections, or on-street parking along local streets to slow vehicular traffic and increase safety for pedestrians, bicyclists and other non-motorized users.



6 Enhance Pedestrian Comfort

Future street improvements should include decorative street lighting, tree lawns, and wide sidewalks to enhance the overall quality and character of the public realm.

Goal 4: Maximize Mutual Benefit of Existing Indiana Railroad Company Corridor



1 Explore the Establishment of a Rail-Trail

Protect adjacent parallel corridor for future “rail-trail” usage, as supported by the community, Parks Board, and past planning proposals for a multi-use connection between Downtown and Maple Grove Elementary School.

2 Enhance the Town Center

Coordinate with the Railroad to potentially form agreements for the enhancement of the downtown area including within the existing railroad right-of-way.

3 Celebrate Railroad Heritage

Consider gateway and streetscape improvements, educational and historical signage opportunities.

4 Increase Safety

Implement signalized crossings on Plank Road, Harriman Avenue and Two Cent Road where major thoroughfares intersect.

Action Items

- The Subdivision Control Ordinance should be updated according to the recommendations of this Thoroughfare Plan.
- Adopt a Construction Standards Manual to include required engineering standards for new roadway projects (pavement width, apron design, subsurface and installation details, etc.) that can be updated as necessary in the future.

The Thoroughfare Plan

Vision: The Transportation System should assist in creating and sustaining high-quality economic growth by promoting multi-modal, neighborhood streets, rural roads, and commerce corridors while improving and maintaining current infrastructure at a level that provides for the needs and well-being of its residents and businesses.

Federal Funding

Procedures: It is important to note that changes in Functional Classification designation for federal funding must follow specific procedures as described by FHWA and the MPO. For future federal funding, the Town should consider submission of proposed functional classifications to the MPO with complete analysis of trip generation / vehicle miles of travel (VMT, i.e. traffic volume) as required by the specific procedures mentioned above.

For more information:

- <http://www.indympo.org/Plans/Pages/FCProcess.aspx>
 - http://www.indympo.org/Plans/Documents/MPO_Functional_Classification_process_v3.pdf

New Thoroughfare Functional Classifications

The functional classifications for Bargersville have been evaluated and updated as part of the transportation planning effort. The designations for public streets and roads within the Town are based on use, function, connectivity, relative location within the roadway network, and future land use patterns as indicated on the Official Future Land Use Map on page 33. Roads that do not currently exist but that are planned and approved are shown with dashed lines. Classifications are listed below but are further identified as rural and urban. Rural roadways will typically be in less developed areas and will not have curb and gutter, but will drain runoff to roadside swales. These roads will tend to have fewer amenities for pedestrians and cyclists, opting to have cyclists share the road.

The proposed functional classifications of this Thoroughfare Plan are based on a "Future Year" Federal Highway Administration (FHWA) functional classification concept, although no trip generation or vehicle miles of travel (VMT, i.e. traffic volume) analysis was completed.

Rural Roadways

The cross-section of a rural road which traverses less developed areas will generally not include curb and gutter, but instead will have an adjacent roadside swale to channel drainage from the surface of the road. These facilities will tend to have fewer amenities for pedestrians and cyclists, but will have defined shoulders consisting of graded and compacted surface materials. Bike routes tend to share the roadways and on-street parking is not allowed.

Urban Roadways

The urban road may contain the same number of travel lanes as a rural road but it passes through developed or soon to be developed areas. The roads are constructed with curb and gutter, tree lawns, and sidewalks or multi-use paths on both sides to serve pedestrians and cyclists. On-street parking may be allowed and appropriate in some areas, but may affect the width of tree lawns. Turn lanes and medians may be used to control the flow of traffic through more congested areas. On-street bike lanes may be appropriate on some roads.

In areas with traditional neighborhood development patterns, right-of-way requirements are lower due to lower speeds and narrower travel lanes. Adequate space for curbs, sidewalks, and street trees should be provided, and should produce minimal conflict with overhead and underground utilities. In new subdivisions, all utilities should be located underground to minimize conflicts with vegetation and enhance aesthetics.

Alleys

Alleys are found in certain urbanized areas of Old Town, but are not included on the Thoroughfare Plan map. They are often absent in modern subdivisions, but if proposed should be designed to accommodate the width of at least one waste collection vehicle, with a small setback to protect garages, sheds, etc. Alleys are the logical location for most electrical utility installation.

Local Roads

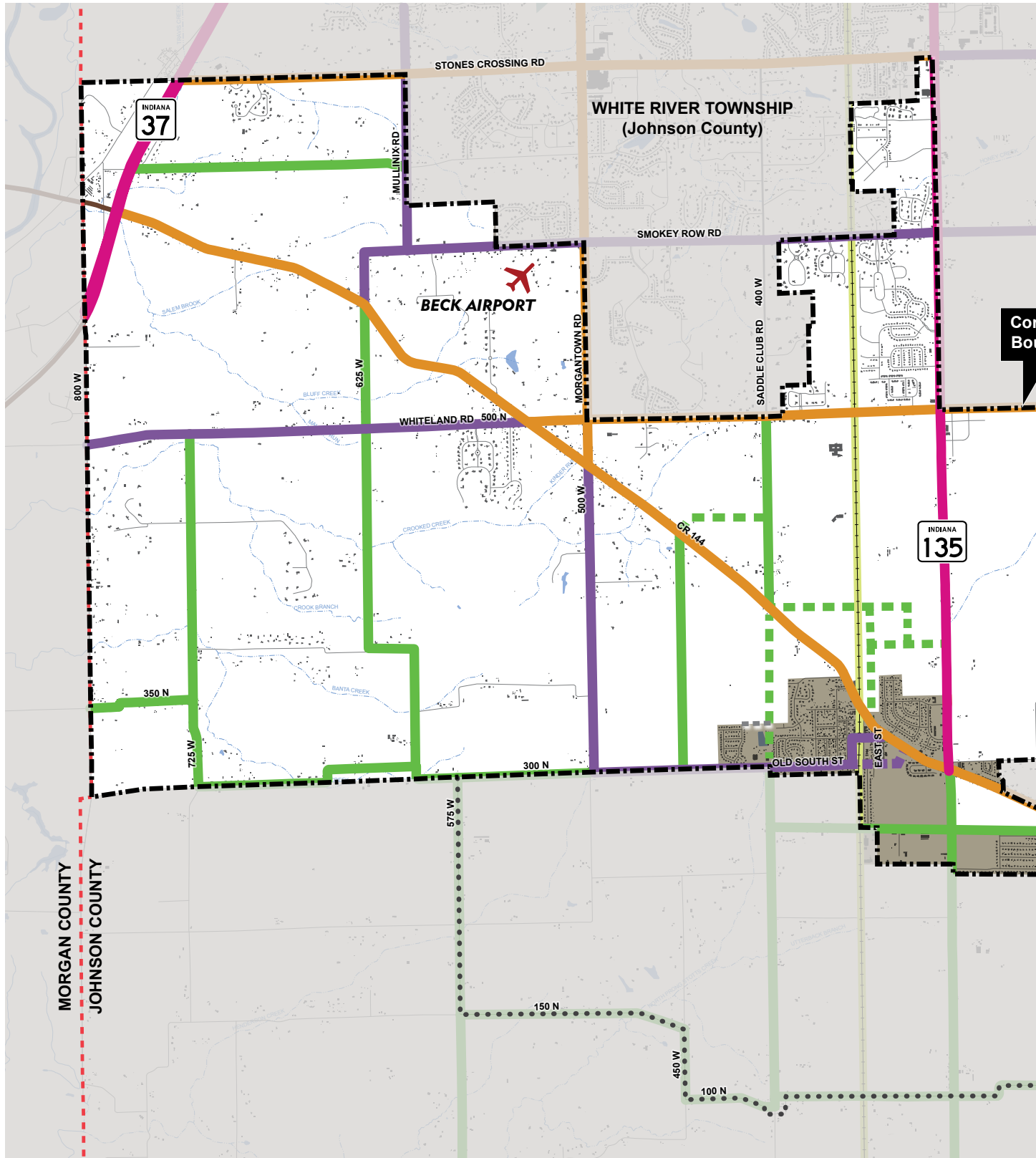
Local refers to streets in urbanized areas / residential development with relatively low traffic volume and speed, as well as former county roads not designated as collectors or arterials. Local roads in major subdivisions provide direct access to abutting properties. Interconnecting streets between adjacent residential developments is encouraged. Alleys may be found in historic town centers but would not be subject to the same standards as local streets, though alley rights-of-way may need to be increased to handle modern public safety equipment.

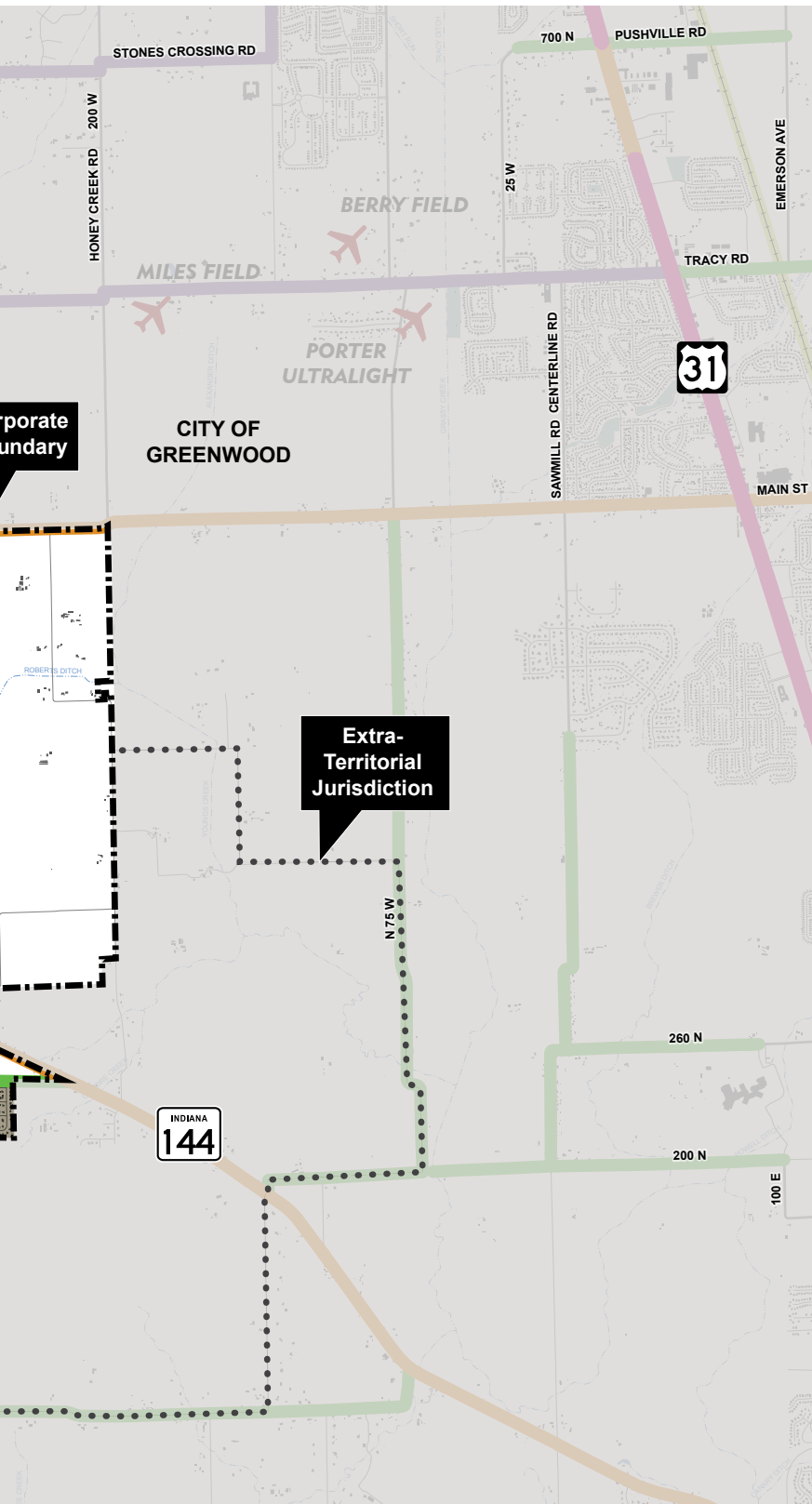
Collectors

This plan designates both major and minor collectors, differentiated by anticipated speed and volume of traffic for each corridor. Collectors serve to move traffic between local roads and to the larger arterial network, and are recommended to be medium capacity roadways with moderately high rates of speed.

Arterials

This plan designates both principal and minor arterials, differentiated by anticipated speed and volume of traffic for each corridor. Minor arterials are more essential for movement within a community, while principal are designed for movement between communities. Arterials are high-volume roadways designed to carry traffic at high rates of speed long distances. Access to and from these roadways should be managed, and all modes of transportation should be considered including facilities for pedestrians, bicycles, and mass transit.





Thoroughfare Plan

LEGEND

Recommended Functional Classification System

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- (Dotted Lines) Proposed Linkage
- Urban Cross Sections

Existing Transportation Features

- Active Railroad
- Private Airfield



Roundabouts

A roundabout is a circular intersection within which traffic maneuvers around the circle in a counterclockwise direction, and then turns right onto the desired street. All traffic yields to vehicles in the roundabout and left-turn movements are eliminated. Unlike a signalized intersection, vehicles generally flow and merge through the roundabout from each approaching street without having to stop.



A roundabout viewed from above.

Roundabouts reduce the number of potential conflict points, compared with traditional intersections. Experience has demonstrated that vehicular crashes are significantly reduced when low-speed, single lane roundabouts replace four-way intersections.

Proper accommodation of pedestrians and bicyclists in roundabouts represents an area of continuing research and development. Properly designed roundabouts include sufficient deflection to ensure low speeds, and splitter islands at the approaches slow vehicles and allow pedestrians to cross one direction of travel at a time. The literature shows that, given a properly designed single-lane roundabout, motorist and pedestrian safety is almost always improved when compared to conventional intersections. Multilane approaches can create additional points of conflict for pedestrians.

The splitter islands at roundabouts allow pedestrians to cross one direction of traffic at a time. This is a significant advantage over conventional intersections. If motorists do not yield to pedestrians at the crosswalk, pedestrians must select a gap in traffic before crossing. If traffic flow is continuous, choosing a gap may become problematic.

Wayfinding and gap selection cues need to be adequately addressed in the design of roundabouts so that roundabouts are not a barrier to pedestrians with vision impairments.

Roundabouts can be challenging for cyclists, therefore in larger roundabouts, an off-road bicycle path may be necessary to allow cyclists to use the pedestrian route.¹

Access Management

INDOT's Access Management Guide² defines access management as "a set of proven techniques that can help reduce traffic congestion, reduce the frequency of crashes, maintain the existing roadway capacity, and preserve investment in roads by managing the location, design and type of access to property. By preserving the flow of traffic and improving traffic safety, access management helps to encourage economic growth."

As traffic volumes on roadways increase, the need to control access from abutting properties also increases. The primary purpose of arterials and major collectors is to move traffic from one point to another, not to provide access to individual

¹ Pedestrian and Bicycle Information Center. Funded by US FHWA. <http://www.walkinginfo.org/engineering/roadway-roundabouts.cfm>

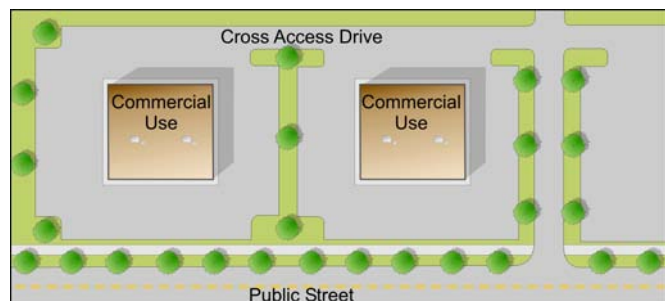
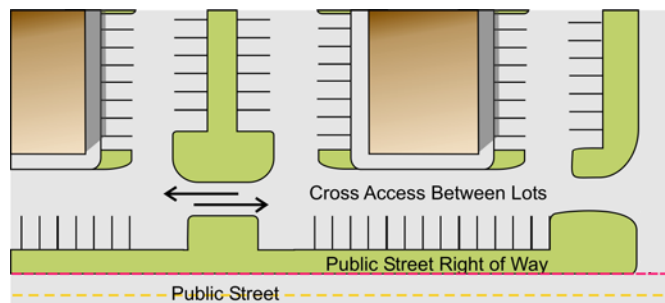
² Access Management Guide, Indiana Department of Transportation, 2009

properties. It is in the Town's best interest to establish site development standards that minimize transportation impacts and ensures the safety and efficiency of the roadways. Some techniques to manage access include:

- Promote access via local street system vs. higher functional classes.
- Use operational and safety needs to determine driveway design and regulate minimum spacing of driveways.
- Establish minimum frontage requirements for newly subdivided lots and regulate the maximum number of driveways per property frontage.
- Consolidate access for adjacent properties and encourage the use of frontage roads and shared driveways and parking.
- Regulate minimum corner clearance and provide drivers suitable sight distance to execute turns smoothly and safely.
- Encourage connections (cross-access easements) between adjacent properties.
- Require adequate internal circulation planning and design.
- Place emphasis on managing access based on functional class of roadways and intersections
- Signal spacing and placement to favor through-traffic
- Remove turning vehicles from through-traffic lanes
- Restrict left-turn movements with non-traversable medians
- Arrange access points so that streets and driveways are immediately across from one another.
- Coordinate with other affected governing agencies regarding development



Roundabouts provide alternatives for intersection signalization.



Examples of development with access management from public streets and cross-access drives between uses.

SR 135 Overlay District

Section V.5.D.3: Location and Access of Off-street Parking and Loading Areas of Bargersville's Zoning Ordinance has requirements for right-of-way access to include frontage lanes and reduce of the number of curb cuts and therefore traffic conflicts. Industrial and commercial/business entrances must be located

at least two-hundred-fifty feet (250') from the nearest intersection. The Zoning Ordinance also requires acceleration/deceleration lanes, tapers, passing blisters, and minimum pavement widths.

The section of the Zoning Ordinance specifically related to the SR 135 corridor requires minimum spacing between entrances/curb cuts, and between curb cuts and roadway intersections.

Access management through cross-access, frontage roads, stub streets, etc. along SR 135 are required "to provide safe and efficient traffic movement to and from adjacent lands and to protect the functional integrity of the corridor's primary thoroughfares... Such roads shall be coordinated with those of continuous lots and designed to preserve the aesthetic benefits provided by the greenbelt areas. Access at the side or rear of buildings is encouraged. New access points onto the primary thoroughfares in the corridor shall be coordinated with existing access points whenever possible."

By creating and stating that all access shall be in accordance to a local Access Management Plan influenced by INDOT's "Access Management Guide" (<http://www.in.gov/indot/2512.htm>), the Town can establish a good minimum standard for ingress and egress and the related development along the corridor. These development standards should be reviewed in conjunction with the Subdivision Ordinance when considering development approvals in order to ensure proper correlation and eliminate any duplicative or conflicting statements as well as to expand to include all known variables.

The Town should strongly enforce these requirements to maintain the desired level of system integrity necessary to promote proper growth and through-user movements as well as enhanced system safety.

Americans with Disabilities Act (ADA) Transition Plans

An ADA Transition Plan is a set of goals, methods and procedures to bring the public agency's facilities into compliance with ADA. These facilities include all buildings and public right-of-ways. ADA Transition Plans have been a requirement of public agencies since the codification of the Americans with Disabilities Act (ADA) of 1990, although transition plans were a requirement for some entities through Section 504 of the Rehabilitation Act of 1973. The Code of Federal Regulations 28 CFR 35.101 to 190 details these requirements, which govern public entities with more than 50 employees. Transition Plans were originally to be completed in 1992 for these public agencies, per the original Act, although new emphasis on the needs and requirements of this legislation appear to be prevalent. The Town should actively consider and review the requirements of the Act and move to incorporate these into annual street programs and new improvement projects.

Many publications have been compiled detailing methods for compliance. The National Cooperative Highway Research Program's "ADA Transition Plans: A

Guide to Best Management Practices” 4 is a good resource.

The above guide gives the following steps for initializing a Transition Plan for facilities in the right-of-way:

1. Designate an ADA Coordinator,
2. Provide notice to the public about ADA requirements,
3. Establish a grievance procedure,
4. Develop internal design standards, specifications, and details,
5. Assign personnel for the development of a Transition Plan and completing it,
6. Approve a schedule and budget for the Transition Plan, and
7. Monitor the progress on the implementation of the Transition Plan.³

The above guide also lists specific suggested elements for a Transition Plan:

- Develop a list of physical barriers in the agency’s facilities that limit accessibility of individuals with disabilities (Self-evaluation),
- Include a detailed description of the methods to remove these barriers and make the facilities accessible,
- Prioritize a schedule for taking the necessary steps,
- Name the official responsible for implementation,
- Plan a schedule for providing curb ramps, and
- Record the opportunity given to the disability community and other interested parties to participate in the development of the plan.

It should be noted that periodic updates to the Plan are required in order that on-going compliance is continued. Self-evaluation checklists are available to assist in the plan development.

Although funding is generally to be programmed as a part of planned projects, other sources are available as well. These include federal funding through the MPO using many of their standard programs, such as: the Congestion Mitigation/Air Quality Program, the Highway Safety Improvement Program, the Railway-Highway Crossing Program, Recreational Trail Program, the Safe Routes to School Program, State & Community Traffic Safety Program, the Surface Transportation Program, and the Transportation Enhancement Activities Program.

Another good resource for the Transition Plan is the web page “Questions and Answers About ADA/Section 504” at: http://www.fhwa.dot.gov/civilrights/programs/ada_sect504qa.htm#q1

³ ADA Transition Plans: A Guide to Best Management Practices, The National Academies, National Academy of Sciences, National Cooperative Highway Research Program, Jacobs Engineering Group, Baltimore, MD, May 2009

Right-of-Way Typical Cross-Sections

Previous Standards

The right-of-way and paved surface widths are currently codified by Subdivision Ordinance No. 1998-3, Chapter 1.3, Section C and Chapter 1.4, Section B.

Codified requirements as of Fall 2012

Functional Class	Minimum ROW	Minimum Paved Surface	
		With Curb/Gutter	Without Curb/Gutter
Arterials	130'	--	--
Major Collectors	100'	32'	28'
Minor Collectors	70'	32'	28'
Local / Cul-de-sac	50'	26'	22'
Crosswalks	10'	--	--

The rigidity of having these standards codified creates challenges when attempting to upgrade standards or applying innovative thought for unique situations. Other local agencies have dealt with these similar issues over the years, as has the Town. The following table summarizes current or existing required right-of-way widths in Bargersville and other communities, for comparison.

Existing Right-of-Way Widths

Functional Class	Bargersville*	Johnson County **	Greenwood	Morgan County***	Westfield
Rural Local Road	50'	50'	60'	70'	Varies
Urban Local Road				Varies	Varies
Minor Collector	70'	70'	70'	100'	100'
Major Collector	100'	100'			
Secondary Arterial	130'	130'	80'	130'	120'
Primary Arterial			100'		150'

*1996 Comprehensive Plan & Subdivision Ordinance

**Johnson County Subdivision Ordinance

***Morgan Co. Transportation Plan

Changes brought about by recent growth and development, as well as projected future growth, necessitates a review of the current roadway system and the functional classifications of roadways and streets. The right-of-way widths that correspond to each functional classification are essential for future preservation.

Right-of-way Reservation

Corridors must be appropriately protected to allow for future expansion of the roadways in addition to inclusion of desired components. These components may include wider, safer shoulders with other roadside safety elements and clear zones, turn-lanes and boulevards, greenspace, landscaping and tree planting areas, allowance for utility upgrades and expansion, as well as multi-use pathways and sidewalks.

Proposed Standards

Standard road and street right-of-way widths and cross-sectional elements are defined graphically on the following pages by typical cross-sections for each category. It is generally recommended that, as new development occurs, urban cross sections are installed to ensure effective drainage. Exceptions may include single lot residential development (not part of platted multi-lot subdivision).

The new proposed required right-of-way widths for the Town are as follows:

Proposed Standards										
Functional Classifications	Min. ROW	# of Moving/ Center Turn Lane or Median	Parking Lanes***	Pavement Selection						
				Lane Width	Bicycle Lane***	Curb & Gutter*	Shoulder	Tree Lawn Minimum Width**	Sidewalk Minimum Width*	Multi-Use Path***, ****
Rural Local Road	70'	2 / 0	--	12'	Share	--	2'	12' (swale)	5'	10'
Urban Local Road	60'	2 / 0	7'	11'	5'	2'	--	5'	5'	--
Rural Minor Collector	100'	2 / 0	--	12'	Share	--	4'	12' (swale)	5'	10'
Urban Minor Collector	70'	2 / 0	7'	12'	5'	2'	--	5'	5'	10'
Rural Major Collector	100'	2 / 0	--	12'	5'	--	4'	12' (swale)	6'	10'
Urban Major Collector	100'	2 / 1	8'	12'	5'	2'	--	8'	6'	10'
Rural Minor Arterial	130'	4 / 0	--	12'	5'	--	4'	12' (swale)	6'	10'
Urban Minor Arterial	130'	4 / 1	9'	12'	5'	2'	--	8'	6'	10'
Rural Principal Arterial	130'	4 / 0	--	12'	5'	--	4'	12' (swale)	6'	10'
Urban Principal Arterial	130'	4 / 1	9'	12'	5'	2'	--	8'	6'	10'

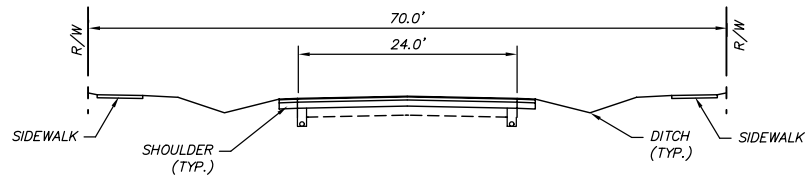
* Both sides of the roadway

** unpaved area for landscaping, swale, utilities, and trees

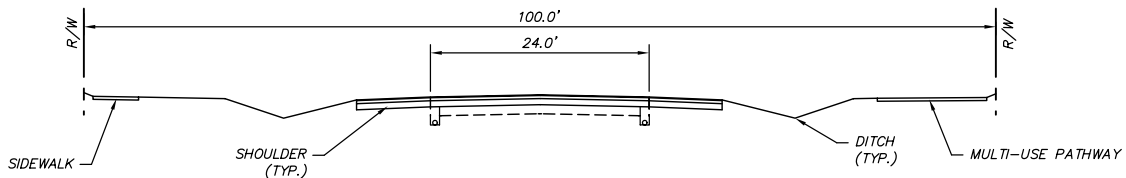
*** optional, parking lanes may be one side only

**** paved or unpaved paths for pedestrian, bicycle, or equestrian travel

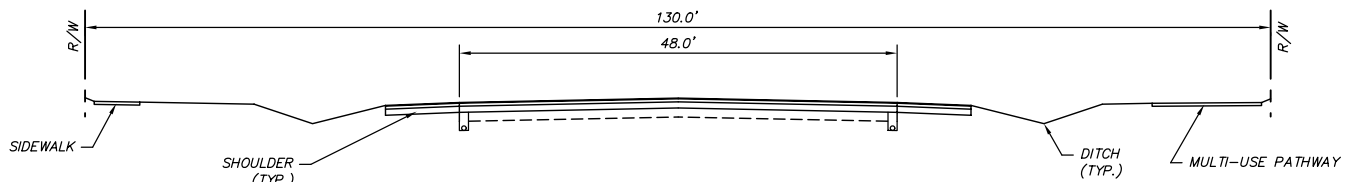
Typical Rural Cross-Sections



TYPICAL RURAL LOCAL STREET CROSS SECTION

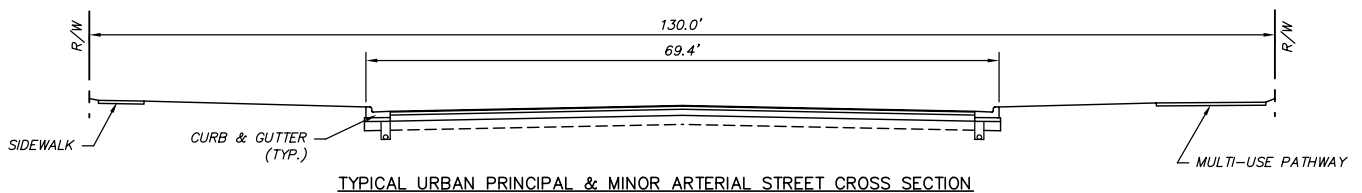
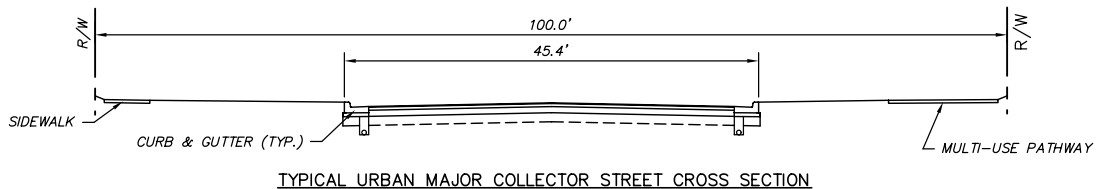
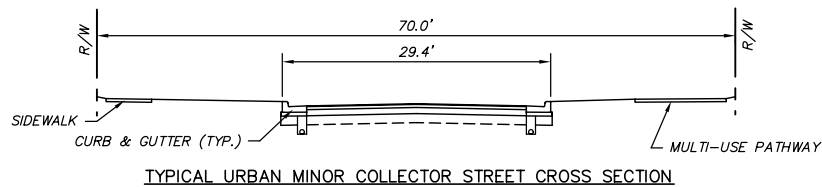
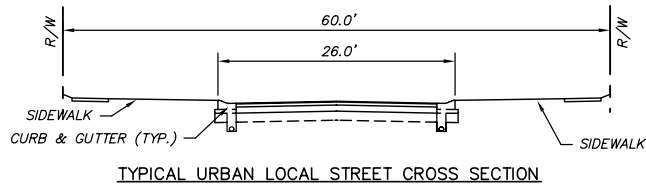


TYPICAL RURAL MAJOR & MINOR COLLECTOR STREET CROSS SECTION



TYPICAL RURAL PRINCIPAL & MINOR ARTERIAL STREET CROSS SECTION

Typical Urban Cross-Sections



Note: These typical sections are intended for the reservation of right-of-way in new development areas as projects are being reviewed by the Plan Commission. They are not intended to be design requirements. The dimensions shown are subject to change based on traffic impact study results or individual project needs. These sections are not intended for general right-of-way acquisition from existing property owners. Where necessary, right-of-way will be acquired from existing property owners through a separate project design and implementation process.

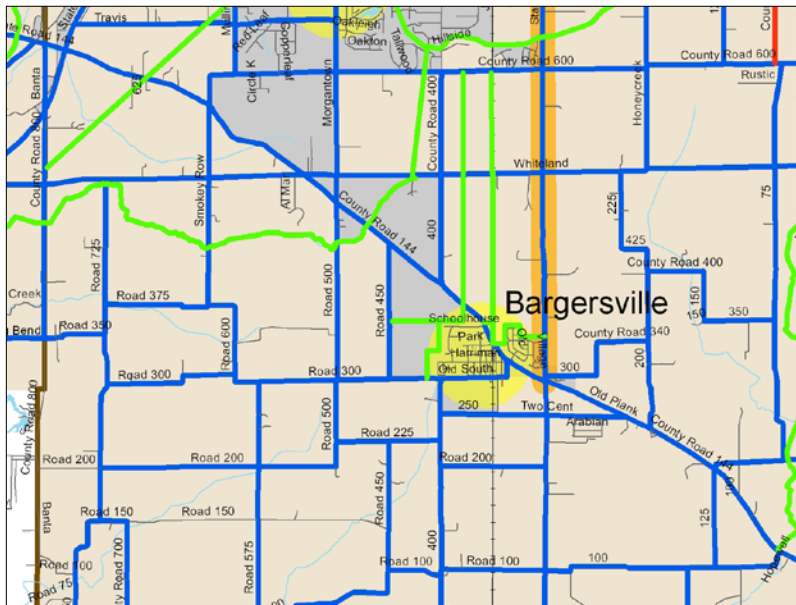
Multi-modal Transportation System Recommendations & Mapping

When the term “Multi-modal Transportation System” is used, this speaks to all of the various components of the transportation system. Typically, the emphasis of “Multi-Modal” is to highlight those components that are non-vehicular or not personal-use/commercial vehicles. These components within the Town consist of the following:

- Bicycle and pedestrian multi-use trails and sidewalks
- Public transit
- Railroads

Many studies have been completed within the metropolitan area of Indianapolis to consider and analyze the needs or existing condition of these components. The MPO and INDOT generally have been responsible for much of this investigation and review. Some of this information is referenced in the Appendix

under “Other Related Plans, Sources and References”.



Trails, Greenways and Sidewalk Planning

The Parks Commission has recently undertaken a review of the related resources and mapping, particularly those that overlap or cover all or portions of the Town. The purpose of this work has been develop goals and priorities for trails and greenways throughout the Town, to identify needs and opportunities, and to promote and enhance these alternative transportation systems, while planning for preservation and protection of future corridors.

One map from a regional study that reviewed the pedestrian and alternative transportation needs showed new

pedestrian routes on nearly all existing roads and streets as well as greenways to be protected along specific corridors (see graphic from 2006 IMPO Regional Pedestrian Plan, this page).

The *Johnson County Comprehensive Plan* similarly mirrored the MPO's *Regional Pedestrian Plan* in its review of the alternative transportation needs (Fig 4-14, page 4-33 of “Plan the Land 2030”) and also identified bicycle routes throughout the County that also pass through Bargersville’s jurisdiction (see graphic in Chapter 7: Open Space & Recreation, page 86).



Bargersville has some legal drains with maintenance easements as indicated on the Multi-Modal Plan map on page 125. These easements could provide public access if, in the future, the community wishes to create greenways with property owner cooperation. In the past, the Johnson County Drainage Board has allowed trails within these easements, placed at the outside edge of an easement, on the condition that maintenance is the responsibility of the Town and property owner.

The Parks Commission has developed an overall map for greenways and trails, while also realizing the need to emphasize the imperative requirement for parallel on-system pedestrian and multi-use pathways as a part of all new developments and significant roadway improvements, as stated as an Objective in the afore-mentioned Goals. In addition, Indiana Railroad is open to the possibility of a trail within railroad right-of-way. See also recommendations for a more walkable community in Chapter 7: Open space & Recreation, and the Multi-Modal Plan map on page 125.

As utility lines are extended and maintenance easements are established, ensure that they also allow public access, and are of an adequate width to do so, in response to the areas that are proposed for greenways in the map on page 124.



On-street bicycle facility and sidewalk

Transit

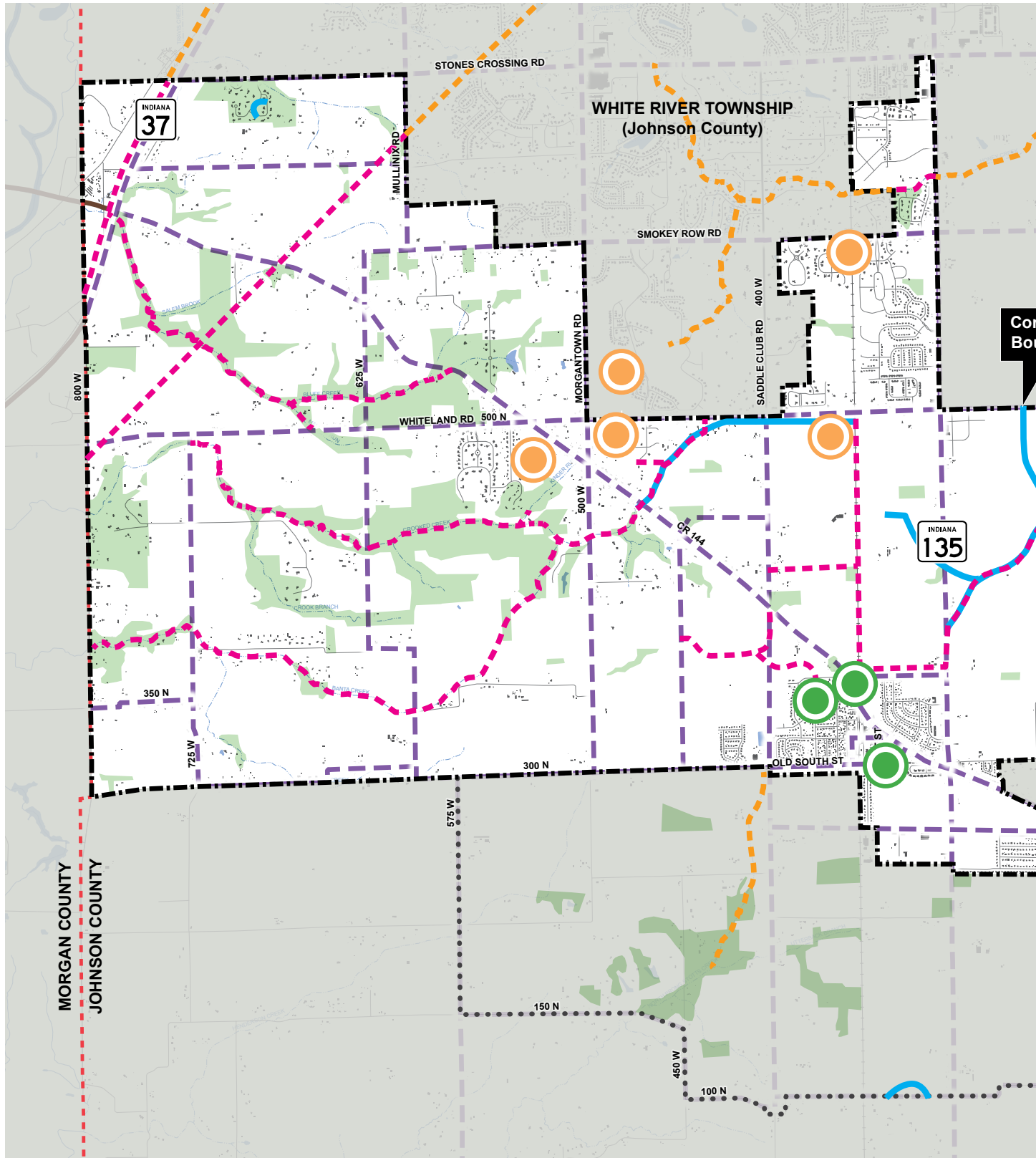
Another area of Multi-Modal Transportation is Public Transit. Generally, Bargersville has been beyond the limits of public transit access to and from the downtown Indianapolis and nearer dense urbanized areas. The metropolitan area is served by IndyGo mass transit, which provides routes as close as Greenwood Park Mall and the K-Mart near US 31 and Smith Valley Road. ACCESS Johnson County is an additional resource for the transportation needs of all Johnson County residents, with emphasis on elderly, disabled, low income and other mobility disadvantaged citizens. ACCESS is a transportation service for citizens in Johnson County. All of their vehicles are wheel chair accessible. ACCESS provides the reservations, scheduling and operation of this service. Drivers are thoroughly trained in safety and passenger assistance.¹ Rides and availability to and from Bargersville through ACCESS are on a Dial-A-Ride call ahead, first-come, first-served basis, with a nominal fee per person per ride direction. Free transfer to designated "Zipline" routes to Franklin and Greenwood are provided.

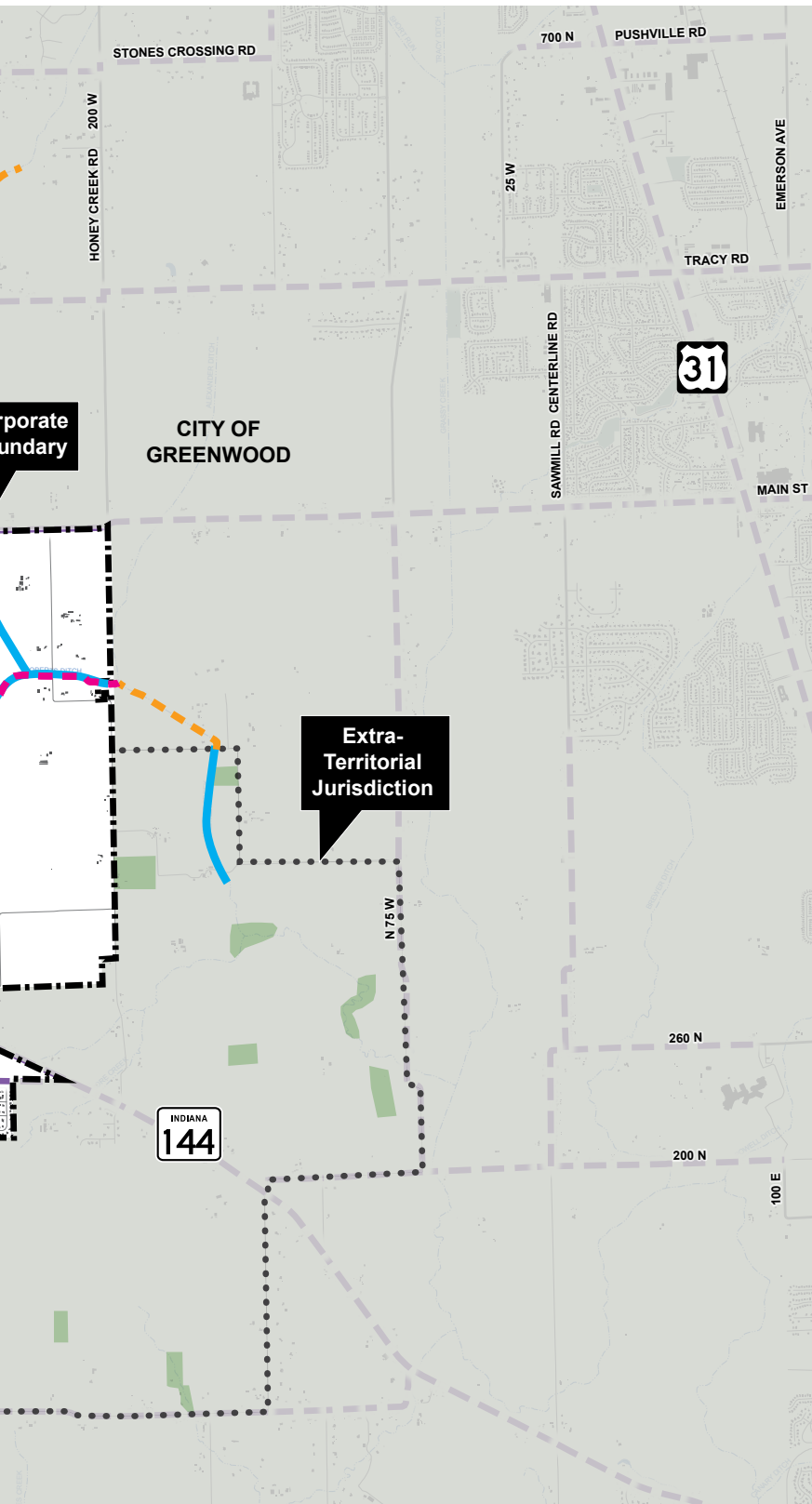
Access to public transportation was not identified as a significant problem during the public input portions of the Comprehensive Plan. Alternatives for transportation assistance appear to be sufficient at this time, while improvements to service and extension of routes are always potentially subject to change. Further transit-related studies and options are performed or reviewed from time to time by the MPO and needed changes implemented.

Railroad

Railways are another mode of transportation that exists within the Town boundaries. Stated goals and objectives regarding the railroad in the Town have been given in the above related sections.












¹ ACCESS Johnson County website <http://www.accessjohnsoncounty.org/>

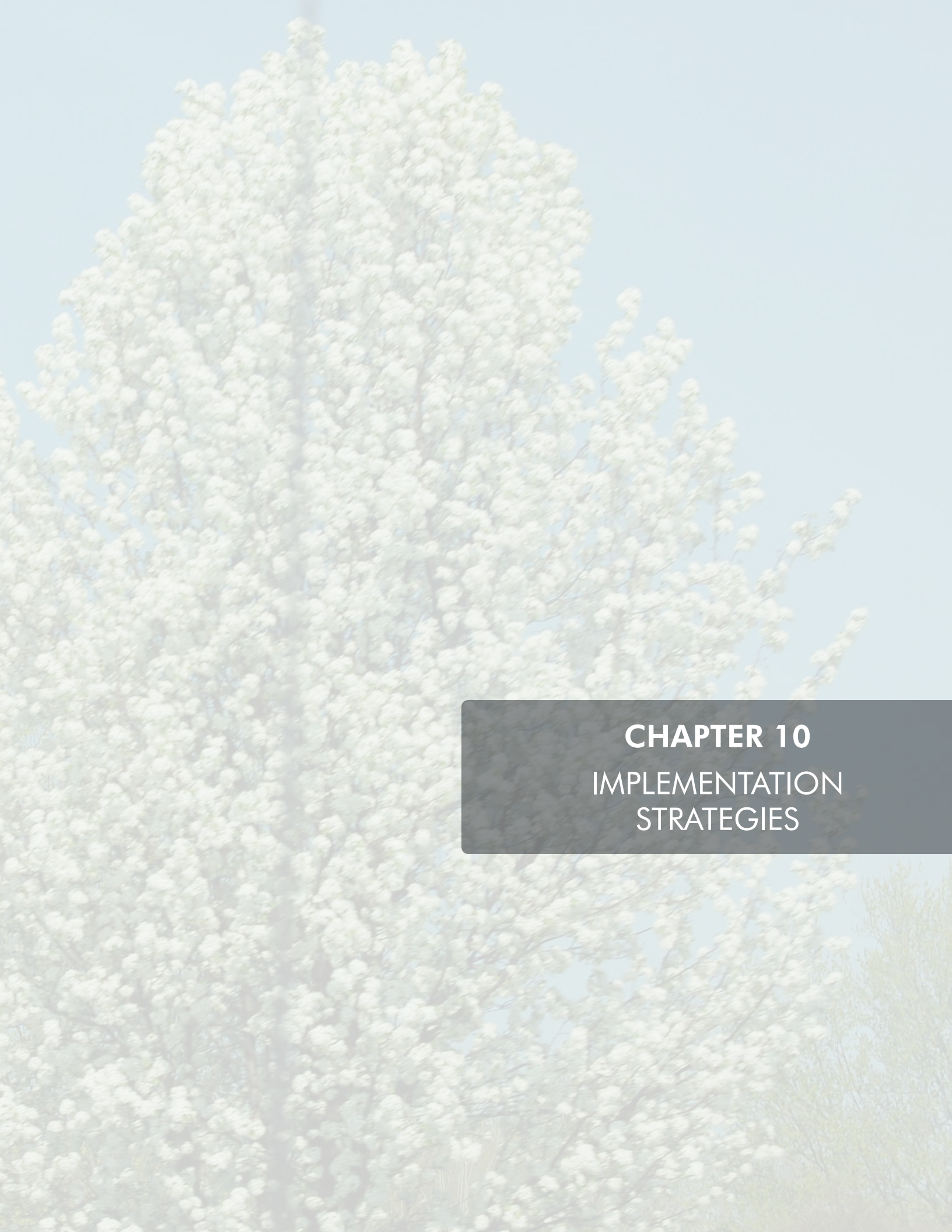




Multi-Modal Plan

LEGEND

-   Proposed Greenway (in Town)
-   Proposed Greenway (out of Town)
-   Proposed Multi-Modal Corridor
-  Wooded Areas - Possible Conservation/Recreation/Greenway
-  Legal Drains (County Maintenance Easements)
-  Existing Public Recreation / Open Space
-  Existing Private Recreation / Open Space
- 

A large, dense tree with white blossoms, possibly a cherry tree, fills the left and center of the frame. The blossoms are small and numerous, creating a textured, white canopy. The background is a clear, light blue sky. The overall image has a soft, slightly blurred quality, giving it a dreamy or ethereal feel.

CHAPTER 10

IMPLEMENTATION STRATEGIES

Organizational Structure

Implementation Agencies

Several different agencies have been assigned to the "Action Items" previously listed in this Plan in order to provide more direct guidance for implementation. Agencies are broken into Lead Agencies and Supporting or Coordinating Agencies.

Lead Agencies:

TC	Bargersville Town Council
PC	Bargersville Plan Commission
RC	Bargersville Redevelopment Commission
PK	Bargersville Parks Commission
SM	Bargersville Department of Storm Water Management
LM	Local Merchants
LC	Local event & beautification committees
AC	Bargersville Activity Coordinator
HS	Historical Society
AA	Airport Authority
U	Utility Companies

Supporting or Coordinating Agencies:

JCHD	Johnson County Highway Dept.
JCS	Johnson County Surveyor
JCDC	Johnson County Development Corporation
JCPZ	Johnson County Planning & Zoning
JJC	Journey Johnson County
JCP	Johnson County Parks
INDOT	Indiana Dept. of Transportation
IDEM	Indiana Dept. of Environmental Management
IDNR	Indiana Dept. of Natural Resources
MPO	Indianapolis Metropolitan Planning Organization

Time Frame

The following action items have been assigned approximate time frames for the implementation of each action item. The time frames, which may vary based on economic development influences and numerous other factors, are:

Short-Term Opportunities

Projects that could be undertaken immediately and/or implemented within twelve months of the Comprehensive Plan's adoption.

Mid-Term Opportunities

Projects that could be initiated within 1-5 years of the Comprehensive Plan's adoption.

Long-Term Opportunities

Projects that could be undertaken within 6-10+ years of the Comprehensive Plan's adoption.

Ongoing Opportunities

Projects that may require initial studies to determine their feasibility or may depend on other work prior to implementation. Such projects may also be implemented in a series of incremental steps involving numerous agencies or departments. These recommendations may go beyond the time frame of this Comprehensive Plan.

Implementation Matrix		
Recommendations	Implementation Agency	Time Frame
Ch.2: Character and Identity		
Create design plans or minimum standards for gateways and the streetscape along links between focus areas.	LC / PK / TC	Mid-Term
Create a Construction Standards Manual for the Town that includes specifications to assure that new roads and infrastructure are durable and maximize the community's investment.	TC / JCHD	Mid-Term
Review and update Zoning Ordinance sign standards (to ensure visibility without increasing clutter), parking standards (to reduce required numbers of spaces and mitigate stormwater runoff), and building material standards for the SR 135 Corridor Overlay District (to manage monotony and ensure sustainable materials that are attractive with a long life-cycle).	TC / PC	Short-Term
Establish a Community Beautification Committee that meets regularly to assist the Plan Commission and Town Council on the status, implementation, and ongoing maintenance of key areas in the downtown, at the gateways and on the corridors. Consider hosting a monthly social gathering prior to Town Council meetings to encourage attendance, involvement, community ownership, and to strengthen resident relationships.	LC / LM / AC	Short-Term
Bring back the Fall Festival, possibly utilizing some of the resources from the state's Indiana Main Street Program. Build on the success of Mallow Run's "Wine at the Line" entertainment programming.	LC / LM / AC / JJC	Short-Term
Continue to further or reinvent the community's brand/identity by working with the Johnson County Development Corporation and the local convention and tourism group to create and distribute marketing materials to promote area businesses and destinations.	TC / LC / JCDC / RC / JJC	Short-Term
Require landscaping for new neighborhoods, roadways, parks, shopping and parking areas, while also enhancing through landscaping the existing downtown neighborhoods and commercial areas.	TC / PC / RC	Ongoing
As a Capital Improvement Plan is discussed, include phased improvements for existing areas that lack or have poor condition sidewalks and lighting.	TC / U / JCHD	Ongoing
Establish standards for access management and cross-access connections for new development on the SR 135 and Old Plank Road (SR 144) corridors to ensure efficient and safe traffic movements.	TC / PC / RC / JCHD / MPO	Short-Term
Enforce the Zoning Ordinance in the incorporated and extra territorial jurisdictions to ensure compliance with required development and design standards.	TC / PC / JCPZ	Ongoing
Investigate ways to better align standards for development between adjacent municipalities and between Bargersville and the County to reduce land use and zoning conflicts.	TC / PC / JCPZ	Short-Term

Implementation Matrix		
Recommendations	Implementation Agency	Time Frame
Ch.3: Land Use		
Refer to the Comprehensive Plan and Future Land Use Map when making decisions on development proposals and particularly consider the broader impacts of proposed uses that may deviate from the plan.	TC / PC	Ongoing
Update the zoning ordinance to allow mixed-use development in all commercial zoning districts.	TC / PC	Ongoing
Consider creating additional corridor overlay districts or a Planned Unit Development for mixed use to address target growth areas.	TC / PC	Mid-Term
Consider adopting a Complete Streets policy for both new development and existing high-traffic areas.	TC / PC / MPO / INDOT	Mid-Term
Ensure that the Parks Master Plan update identifies sites to target for potential acquisition for community-wide open space and recreation facilities.	PK	Short-Term
Update the zoning and subdivision control ordinances to assure that all types of housing can be built in Bargersville including downtown infill single-family, mixed-use residential and “live-work” housing opportunities.	TC / PC	Mid-Term
Require a Fiscal Impact Analyses for development proposals for more than 150 lots to evaluate the financial relationship between land use, schools, infrastructure needs and public safety services to determine the best mix of uses to sustain a balanced tax base.	TC / PC	Ongoing
Continue to include the Center Grove School District in development plan review meetings to monitor the potential impact to of new subdivisions.	TC / PC	Ongoing
Amend the Zoning Ordinance to include an A-1-F Agricultural District as the lowest intensity classification of land use in the incorporated area.	TC / PC	Short-Term
Ch.4: Economic Development		
Create an Economic Development Commission.	TC / PC / RC	Short-Term
Develop a business plan.	TC / PC / RC	Mid-Term
Continue to update the Town’s website.	TC / PC / AC	Ongoing
Review and update layout and design standards for the SR 135 Corridor Overlay District, and consider the creation of additional overlay districts along major corridors, to manage monotony, ensure safe access, and require the sort of development that aligns with Bargersville’s unique character and vision.	TC / PC / RC	Mid-Term
Work with regional and state economic development corporations to ensure that available development sites in Bargersville are visible to potential employers.	TC / RC / JCDC	Mid-Term

Implementation Matrix		
Recommendations	Implementation Agency	Time Frame
Ch.5: Downtown		
Form a Main Street group that can manage future community events and downtown improvements.	TC / AC / LC	Mid-Term
Create a Downtown Revitalization Plan to assist in acquiring grant funds for infrastructure improvements.	TC / AC / LC	Mid-Term
If feasible, establish a downtown TIF district to assist in reinvestment downtown.	TC / RC	Mid-Term
Ch.6: Natural Systems & Agriculture		
Enforce the Town Stormwater Ordinance and work with the Johnson County surveyor to review development plans and to monitor construction sites for compliance in order to maintain and enhance water quality standards.	TC / PC / JCS / SM	Ongoing
Incorporate stormwater Best Management Practices into ordinances.	TC / PC	Short-Term
Identify and promote awareness of natural areas (riparian and wooded areas).	PK / TC / IDNR	Ongoing
Provide incentives for development that pursues LEED Building or Neighborhood Development Certification.	TC / PC	Mid-Term
Ch.7: Parks & Recreation		
Update the Parks Master Plan a minimum of every 5 - Years or if there is a rapid increase in residential areas not currently served.	PK	Ongoing
Research alternative funding sources to expand or build park facilities and/or multi-use trails.	PK / RC	Short-Term
Provide pedestrian and bike linkages between town, county and regional trails. Include the acquisition of land for linear trails / paths in a Capital Improvements Plan	PK / JCP	Long-Term
Identify and develop at least one publicly accessible Town-owned park / open space in the western portion of Bargersville within the next five years. As land is identified, include potential acquisition in a 5-year Capital Improvements Plan (page 100).	PK / TC	Mid-Term
Investigate providing a multi-use path adjacent to the rail corridor. Begin with converting some of the area in the downtown from parking to greenspace. Submit the request and a plan to the railroad.	PK / RC	Mid-Term
Update the Subdivision Control Ordinance to require open space and sidewalk or multi-use trail connections to the Town's pedestrian and bike facilities. Require new development to provide easements to natural areas and waterways that could be part of a town-wide amenity. Neighborhood parks, if built to standards and in an accessible location, could be reviewed for future dedication to the Town.	TC / PC / PK	Short-Term

Implementation Matrix		
Recommendations	Implementation Agency	Time Frame
Require the dedication of conservation easement (minimum 20 feet wide) in new development adjacent to stream corridors.	TC / PC / PK	Short-Term
A Town Parks Board member should participate in county and regional parks and open space planning efforts.	PC / JCPZ / PK / JCP	Ongoing
Develop interpretive programs to enhance the awareness and appreciation of natural habitat and passive recreation areas.	PK / IDNR	Mid-Term
Ch.8: Public Services & Facilities		
Monitor, review and revise Department of Storm Water Management policies, ordinances, drainage standards manual, application forms and processes in conjunction with the requirements of the IDEM permit, the subdivision control ordinance as well as other town departments to provide optimum, complete and efficient service to the public.	TC / PC / JCS / U	Ongoing
Develop and implement a cost-feasible System Improvements and Management Plan for utility systems.	TC / U	Mid-Term
Evaluate existing resources and appropriately plan for the future of the Department of Storm Water Management regarding personnel staffing and equipment needs.	TC / U / SM	Mid-Term
Ch.9: Transportation Systems		
The Subdivision Control Ordinance and Construction Standards Manual should be updated according to the recommendations of this Thoroughfare Plan.	TC / PC / JCHD	Mid-Term



APPENDICES

SUPPLEMENTAL INFORMATION

- Appendix A: Complete Transportation Analysis
- Appendix B: Concepts for Future Land Use Map Updates
- Appendix C: Complete Demographic Analysis
- Appendix D: Complete Opportunity Gap Analysis

APPENDIX A:
COMPLETE
TRANSPORTATION
ANALYSIS

Related Agencies and Regional Partners

An essential component of local Town transportation planning is taking into consideration the other regional planning efforts that are being undertaken by neighboring or related jurisdictions. In other words, it is prudent to be aware of and contemplate the outside forces that may affect internal decisions. This is especially relevant since transportation itself is regional by nature: people and goods move through the transportation system as it crosses through and connects with other jurisdictions. Thus local transportation is affected by programs and decisions beyond its own boundaries.

Johnson County

The Town is a member of the local Johnson County community. The County recently adopted a Comprehensive Plan that includes significant transportation components. Transportation related sections of the 2011 “Plan the Land 2030” included specific goals, future directions and actions, responsible parties and timeframes as well as an in-depth look at existing and proposed transportation and infrastructure, including trails. The plan identified many areas, now within the Town boundaries, where various improvements were suggested or planned. In addition, by virtue of inter-local agreements between the Town and the Johnson County Commissioners, the non-subdivision roadway system in the newly annexed areas (former “County” roads) is currently maintained by the Johnson County Highway Department.

Metropolitan Planning Organization

The Town and major portions of Johnson County also resides within the planning boundaries of the Indianapolis Metropolitan Planning Organization (IMPO). The Town is a member of this organization and, as such, can have an active role in the planning and prioritization of the federally-funded transportation related improvements and expenditures within the planning organization’s regional boundaries. Within the Metropolitan Planning Area (MPA), the MPO develops specific transportation related plans, such as the Unified Planning Work Program (UPWP), the Indianapolis Regional Transportation Improvement Program (IRTIP) and the Indianapolis Long-Range Transportation Plan (LRTP), as well as a number of other Multi-modal planning studies and tools. These plans direct the use of Federal Highway Administration (FHWA) and federal Surface Transportation funding within the Indianapolis region, which significantly affects major transportation projects in and around Bargersville. (These are described in greater detail in the “Other Related Plans” section below)

Indiana Department of Transportation

INDOT is another community member who is a related-agency partner, somewhat similar in nature to the MPO in a planning sense, as well as to the Town’s own street department, in a maintenance and management view, although on a much larger scale. The planning efforts of INDOT have a significant impact on the transportation improvements programmed for major thoroughfares that pass through the Town of Bargersville. INDOT develops the Indiana Statewide

Transportation Improvement Plan (INSTIP) and the INDOT Long Range Transportation Plan (INLRTP) as well as other major corridor studies such as the I-69 Indianapolis to Evansville route Official I-69 Website and the Central Indiana Suburban Transportation and Mobility Study (CISTMS). Improvements and projects planned by INDOT in the MPO area are approved and are a part of the MPO's IRTIP and thus are a part of the local regional planning efforts.

Definitions

To better understand some of the terminology regarding transportation and its role in comprehensive plans, a set of definitions is provided below:

Transportation related excerpt from IC 36-7-4-502:

A comprehensive plan must contain at least the following elements:

(3) A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

Transportation related excerpt from IC 36-7-4-503:

A comprehensive plan may (emphasis added), in addition to the elements required by section 502 of this chapter, include the following:

(2) Maps, plats, charts, and descriptive material presenting basic information, locations, extent, and character of any of the following:

(F) Public ways, including bridges, viaducts, subways, parkways, and other public places. (G) Sewers, sanitation, and drainage, including handling, treatment, and disposal of excess drainage waters, sewage, garbage, refuse, and other wastes.

(K) Transportation, including rail, bus, truck, air and water transport, and their terminal facilities.

(L) Local mass transit, including taxicabs, buses, and street, elevated, or underground railways.

(4) A short and long range development program of public works projects for the purpose of stabilizing industry and employment and for the purpose of eliminating unplanned, unsightly, untimely, and extravagant projects.

(5) A short and long range capital improvements program of governmental expenditures so that the development policies established in the comprehensive plan can be carried out and kept up-to-date for all separate taxing districts within the jurisdiction to assure efficient and economic use of public funds.

(6) A short and long range plan for the location, general design, and assignment of priority for construction of thoroughfares in the jurisdiction for the purpose of providing a system of major public ways that allows effective vehicular movement, encourages effective use of land, and makes economic use of public funds.

Thoroughfare plan: IC 36-7-4-506:

Thoroughfare plans included in comprehensive plans; location, change, vacation, or improvement of thoroughfares (a) A thoroughfare plan that is included in the comprehensive plan may determine lines for new, extended, widened, or narrowed public ways... (c) After a thoroughfare plan has been included in the comprehensive plan, thoroughfares may be located, changed, widened, straightened, or vacated only in the manner indicated by the comprehensive plan.

Other Related Plans, Sources and References

Plan the Land 2030: the Johnson County Comprehensive Plan adopted February 28, 2011 http://co.johnson.in.us/JC_Comprehensive_Plan_032811.pdf

Johnson County East-West Transportation Enhancement Project Preliminary Engineering Assessment, June 12, 2008 http://www.indympo.org/Plans/Local/Documents/JohnsonCo_E-W_Corridor_Study.pdf

UPWP: The MPO prepares an annual work program outlining its work activities for the coming year. The 2011-2012 Unified Planning Work Program (UPWP) is multi-modal in scope and includes highways, transit, pedestrian, and airport related projects as appropriate. Essentially, the UPWP documents the use of Federal Planning Funds and MPO activities for state and federal agencies, public officials and the public. Each year, the Indiana Department of Transportation, the Federal Transit Administration, and the Federal Highway Administration must approve it. 1 http://www.indympo.org/About/Documents/2011_UPWP_Technical_Correction_July_2011.pdf

IRTIP: The Indianapolis Regional Transportation Improvement Program (IRTIP), prepared by the IMPO, includes transportation improvements proposed by government and transportation agencies in the Indianapolis Metropolitan Planning Area over a four year period. The basic objective of the IRTIP is to help local governments provide the best attainable coordinated transportation system for citizens in this area. In addition, the IRTIP provides a schedule by which to coordinate project implementation among jurisdictions and agencies; a guide for implementation of other short- and long-range transportation plans; an aid to financial programming and administration; and a source of information for the public. 1 <http://www.indympo.org/Funding/IRTIP/Documents/Amended%20TIP%202Q12.pdf>

LRTP: The Indianapolis Long-Range Transportation Plan is an IMPO document that is long-range in scope and helps guide the development of the area's transportation system through the year 2035 and is amended and updated once a year or as changing conditions and community needs dictate. 1 <http://www.indympo.org/Plans/MultiModalPlanning/Documents/Final%20Draft%20Document%20with%20App%20C.pdf>

Multi-Modal Planning by the IMPO takes a look at alternate forms of transportation above and beyond a personal passenger vehicle. Walking, biking and using transit are different "modes" that enhance the overall transportation

system for the region and make communities more enjoyable. A balanced transportation system and quality of life are linked. Although transportation congestion is still moderate in the Indianapolis Region compared to other areas, continuing suburbanization of undeveloped areas as well as traffic projections suggest that without a comprehensive development of balanced transportation and related smart growth land-use approach, the cycle of highway capacity expansion fostering increased demand will accelerate, as will sprawl, congestion and air quality issues. <http://www.indympo.org/Plans/MultiModalPlanning/Pages/Home.aspx>

IndyConnect is the IMPO's proposed long-range transportation plan for Central Indiana that connects people to people and people to places. This plan includes several different types of transportation — from buses to rail, to roadways, bike and pedestrian walkways — all working together to serve residents across Central Indiana counties. It's designed to get people to places they need to be — such as work, healthcare and shopping — and to places they want to be. It has the potential to revitalize and enhance neighborhoods and help the region compete for talent and economic investment. <http://www.indyconnect.org/pages/home/>

RegionalBikewaysPlan: The Regional Bikeways Plan was recently adopted in February 2012 by the Indianapolis Regional Transportation Council. The plan provides a practical and thoughtful strategy to expand the opportunities available to cyclists in Central Indiana through 2035. The plan includes a coordinated vision for Central Indiana's cycling network and recommendations for bikeways projects priorities. New bikeways projects may be added to the Bikeways Plan through the amendment process. <http://www.indympo.org/Plans/MultiModalPlanning/Documents/Regional%20Bikeways%20Plan%20Feb%202012%20Web.pdf>

The Regional Pedestrian Plan recognizes the importance of walking and planning for the pedestrian. The plan tries to encourage the establishment of a connected pedestrian system that crosses county and municipality lines, providing the opportunity for continuous pedestrian activity throughout the Metropolitan Planning Area. The plan was adopted in November 2008 by the Technical and Policy Committees of the IMPO. http://www.storrowkinsella.com/projectwebs/0105a_regpedplan/index.html

The IMPO's Multimodal Corridor and Public Space Design Guidelines establish a common family of elements to assist the Indianapolis Regional Center and Metropolitan Planning Area in becoming a regional network of diverse, walkable, bikeable, and transit-friendly communities. 1 These design guidelines give detailed, specific examples of a myriad of related multi-modal components that exist in transportation corridors. http://www.indympo.org/Plans/Documents/MM_DesignGuidelines.pdf

CISTMS: The Central Indiana Suburban Transportation and Mobility Study (CISTMS) (pronounced as "systems") is a regional transportation planning study that is being conducted by INDOT in the nine-county Central Indiana area. The main purpose of the study is to identify key issues and problems pertaining to suburb-to-suburb mobility in the nine-county Central Indiana region and to

determine how those can best be addressed from a transportation planning perspective. The study area includes Marion County but is focused on the 8 surrounding counties: Boone, Hamilton, Madison, Hancock, Shelby, Johnson, Morgan and Hendricks. The SR 44/144 state route corridor is being examined in CISTMS. Parallel routes (such as the proposed East-West Corridor in Johnson County) will also be examined as appropriate. The study will evaluate a broad range of options for meeting existing and future transportation needs in the study area. <http://www.in.gov/indot/2497.htm>

INLRTP: INDOT's Long Range Transportation Plan provides a vision for the future development of the state transportation system. The Long Range Transportation Plan outlines a strategy for future investments in the state highway system. These investments are intended to provide Hoosiers the highest level of mobility and safety possible and to meet the needs of economic development and quality of life into the next quarter century. <http://www.in.gov/indot/2502.htm>

INSTIP: INDOT's current Statewide Transportation Improvement Program (STIP) or "INSTIP" covers state fiscal years 2013-2015. The STIP is a four-year planning document that lists all projects expected to be funded in those four years with INDOT-managed federal funds and those state-funded projects that have been deemed as Regionally Significant. <http://www.in.gov/indot/2348.htm>

Synopsis of Transportation Comments from Public Meetings

- Highly used routes: Whiteland Rd, 144, Saddle Club, Morgantown, CR 300N, SR 135, SR 37.
- Emerging or heavy used routes: Morgantown south of 144, Saddle Club.
- Please keep 144 as main traffic route out of town to west.
- Not in favor of roundabout at 144/500N.
- Require internal access roads along SR 135, limit access drives and signals (2x).
- Create bypass for 144 to north around old town (3x).
- East-west corridor needs to go east to Whiteland/I-65 not north on SR 135.
- Plan for 4 lanes along Morgantown Rd north from 144.
- Widen Whiteland Rd west to 144.
- Widen 144 from town to Whiteland Rd.
- Accidents at South St. & Indiana St.
- Need railroad signal on 144.
- Need to widen bridge carrying Whiteland Rd west of CR 625W.
- Upgrade S-curve at Whiteland Rd & Honey Creek Rd.
- Developers should improve roads in front of developments.
- Safety concerns related to pavement condition on 144 west of Whiteland Rd.
- Trails along RxR, Morgantown, 144, Saddle Club, SR 135; consult bike clubs.
- Possible bike/trail out CR 300N to Banta
- Pedestrian overpass needed at Flea Market.
- Extend trails south of Bantum Football area, to Maple Grove school, other parks.
- Make use of RxR opportunities.
- Extend water and sewer along 144 to SR 37.
- Protect trees!



Appendix A: Complete Transportation Analysis

SUPPLEMENTAL MATERIALS

APPENDIX B:
CONCEPTS FOR FUTURE
LAND USE MAP UPDATES

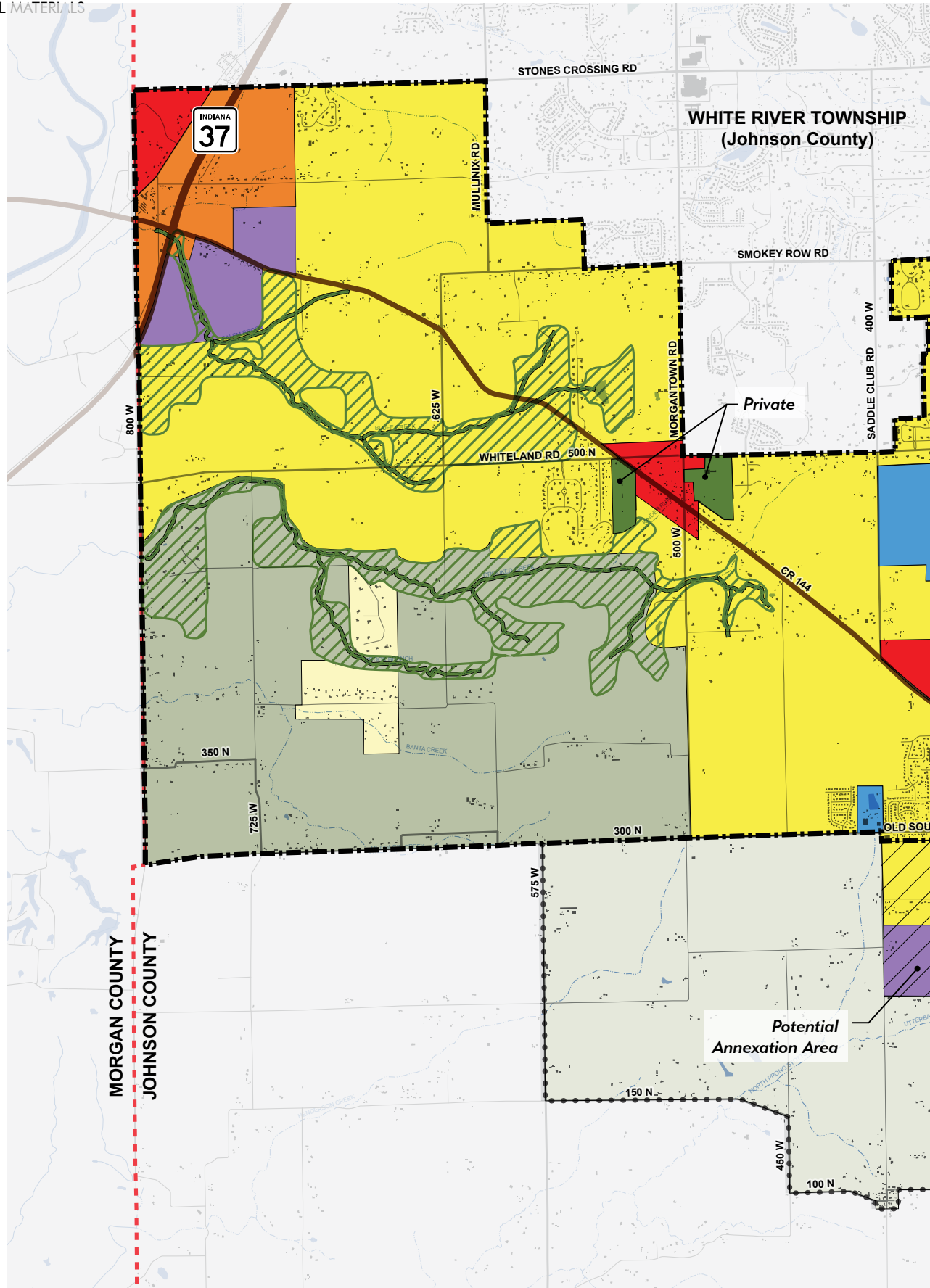


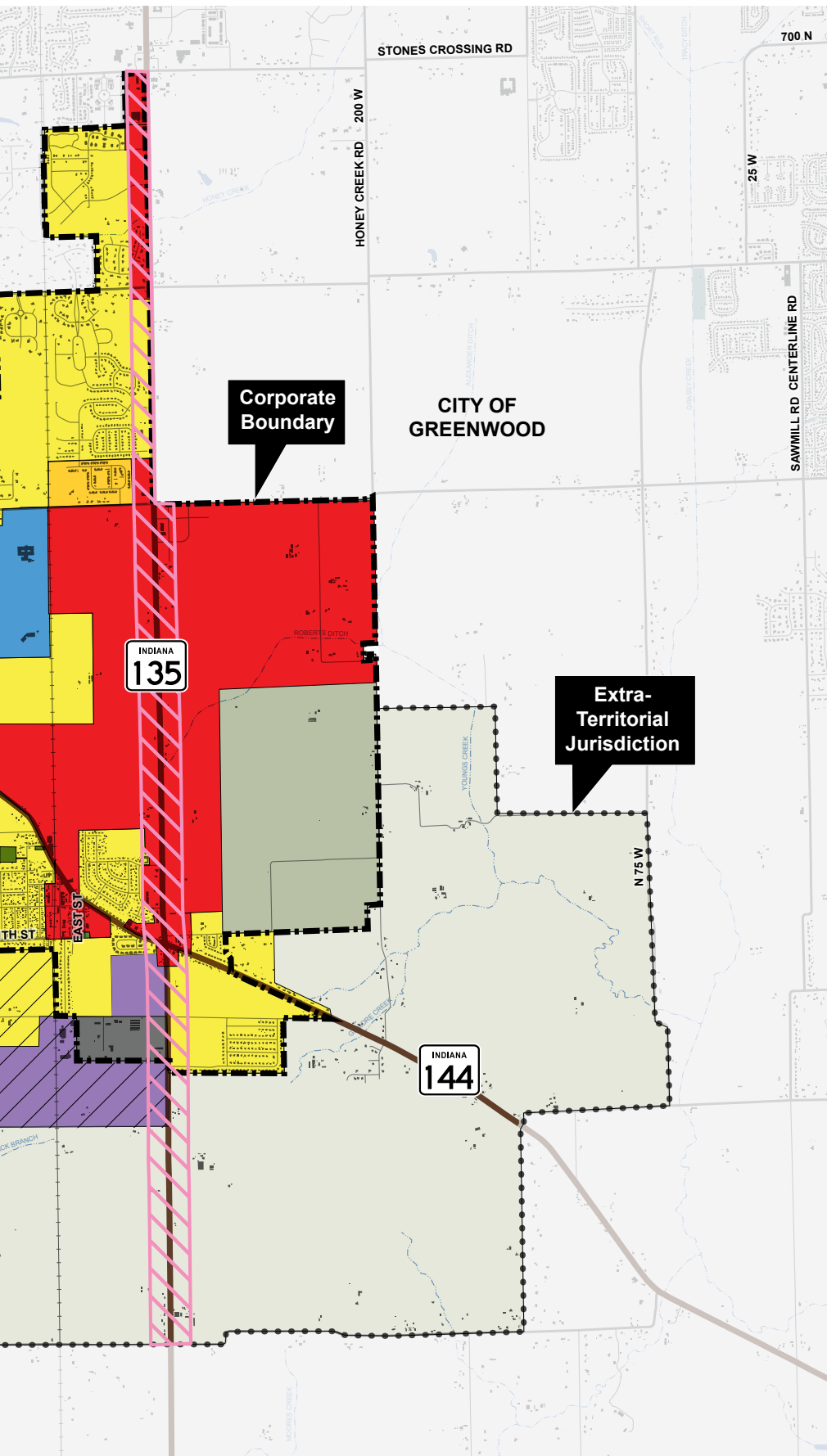
Appendix B: Concepts for Future Land Use Map Updates

SUPPLEMENTAL MATERIALS

Concepts for Future Land Use Maps

In consideration that Bargersville at present has significantly more undeveloped land than developed land within the Town limits, and that those undeveloped areas have varying degrees of installed utility service and roads that often do not yet meet the standards of the Town's Thoroughfare Plan (page 113), an immediate, Official Future Land Use Map was created to guide land use and zoning decision making for an approximate 10-year horizon (page 33). As the community develops and evolves, the two maps on the following pages can guide updates to the Official Land Use Map. These maps illustrate a gradual expansion of growth to ensure the manageable and sustainable extension and/or improvement of community infrastructure.





Conceptual Future Land Use Map (10+ years)

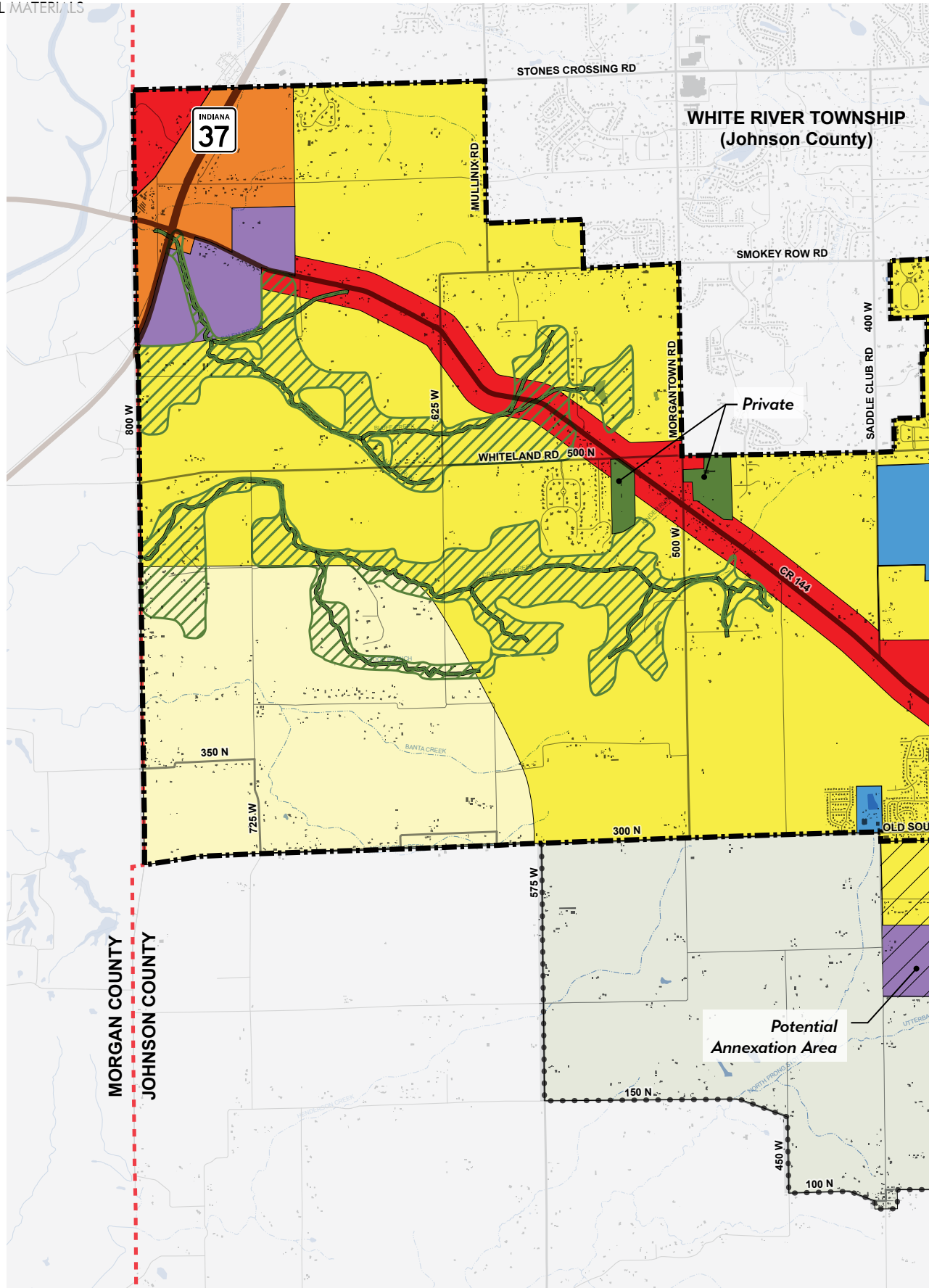
LEGEND

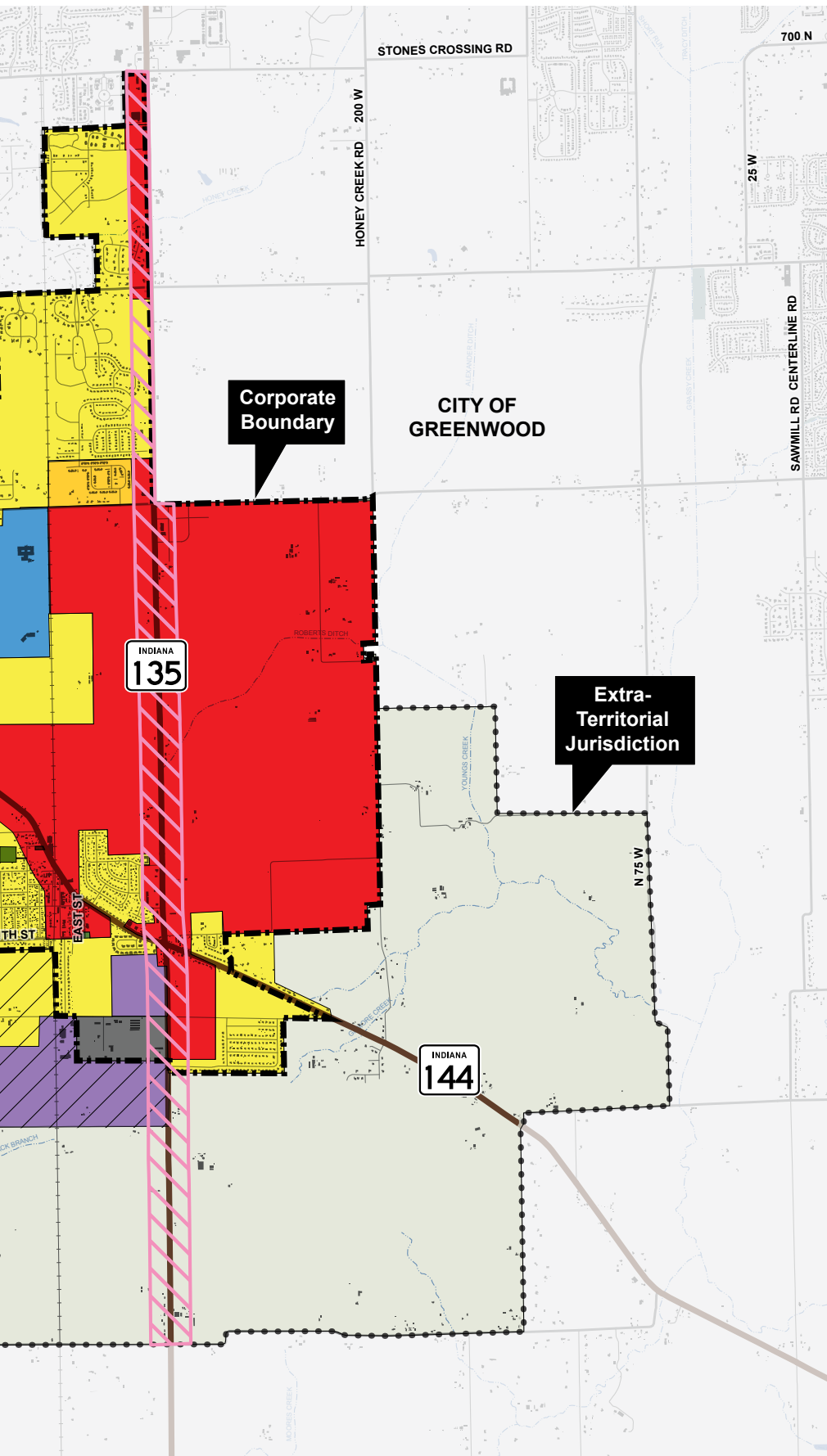
- Rural Residential
- Suburban Residential
- Urban Residential
- Mixed-Use Highway Commercial
- Mixed-Use Neighborhood/Community Commercial
- Light Industrial / Business Park
- Industrial
- Municipal / Institutional
- Recreation / Conservation
- Wooded Land
- Agricultural
- Corridor Overlay (Zoning Ordinance - 500' from Center Line)



Source: Base Mapping - Johnson County GIS data.

NOTE: This conceptual land use map is included as a guide for future updates to the Official Land Use Map (page 33) as the community develops and utility systems are extended accordingly.





Conceptual Future Land Use Map (20+ years)

LEGEND

- Rural Residential
- Suburban Residential
- Urban Residential
- Mixed-Use Highway Commercial
- Mixed-Use Neighborhood/Community Commercial
- Light Industrial / Business Park
- Industrial
- Municipal / Institutional
- Recreation / Conservation
- Wooded Land
- Agricultural
- Corridor Overlay (Zoning Ordinance - 500' from Center Line)



Source: Base Mapping - Johnson County GIS data.

NOTE: This conceptual land use map is included as a guide for future updates to the Official Land Use Map (page 33) as the community develops and utility systems are extended accordingly.

APPENDIX C:
COMPLETE
DEMOGRAPHIC
ANALYSIS

Town of Bargersville Demographic Report

Introduction

The purpose of a demographic report is to give elected officials, community leaders, and ordinary citizens a snapshot of the main demographic features of their community—the trajectory of population growth through time, the age and income distribution of the community as well as the proportion of individuals living below the poverty line, the educational attainment and unemployment rates within the community, and so forth. Ideally, such information enables leaders to make informed decisions and to craft policies according to the best information available. The information contained in this report should be thought of as a tool to aid in the decision-making process as Bargersville leaders consider the many important issues facing their community moving forward.

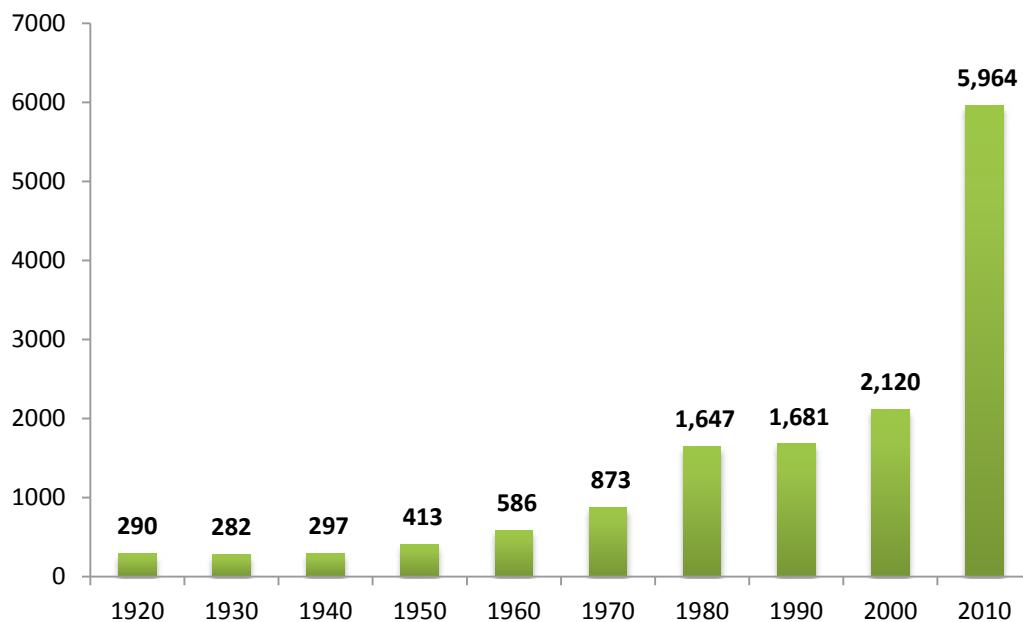
Most of the demographic data available for Bargersville in June of 2012 come from the U.S. Census Bureau. The Census conducts its official U.S. population census, called the decennial census, every ten years. The most recent survey was taken in April of 2010. The Census also conducts yearly surveys for areas with a population greater than 65,000, but for areas that, like Bargersville, have a population of less than 20,000, the Census combines multiple surveys from a five-year period to reach its estimates. The latter survey, called the American Community Survey, was also a major source of information for this report.

It should be noted that in most cases the most recent data available for this report was from the 2010 census, which does not reflect the annexation-related growth that has since taken place. Where available, more recent data sources were used.

Population

While Bargersville was a town of only a few hundred people throughout much of the 20th century, it has experienced rapid growth during the past few decades due largely to the increased demand for suburban living and to the annexations that have taken place in recent years. **Figure 1** shows Census counts of Bargersville's population for each decade going back to 1920. It is noteworthy that with the exception of the 1980s, Bargersville has seen a growth rate of at least 26% for each decade since 1970, with growth rates of 89% during the 1970s, 26% during the 1990s, and 181% during the 2000s

Figure 1. **Bargersville Population (1920-2010)**

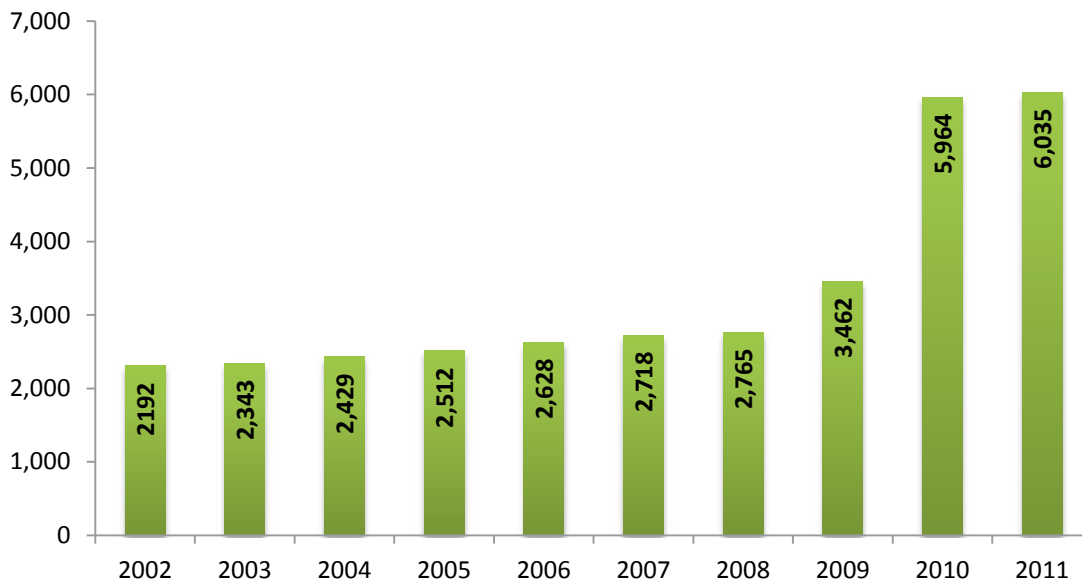


Source: STATS Indiana

Population (continued)

Figure 2 shows the year-by-year breakdown of Bargersville's growth for the past decade (2012 figures were unavailable at the time of writing). Due largely to annexations, Bargersville's population jumped by 72% between 2009 and 2010 alone.

Figure 2. **Bargersville Population Estimates***



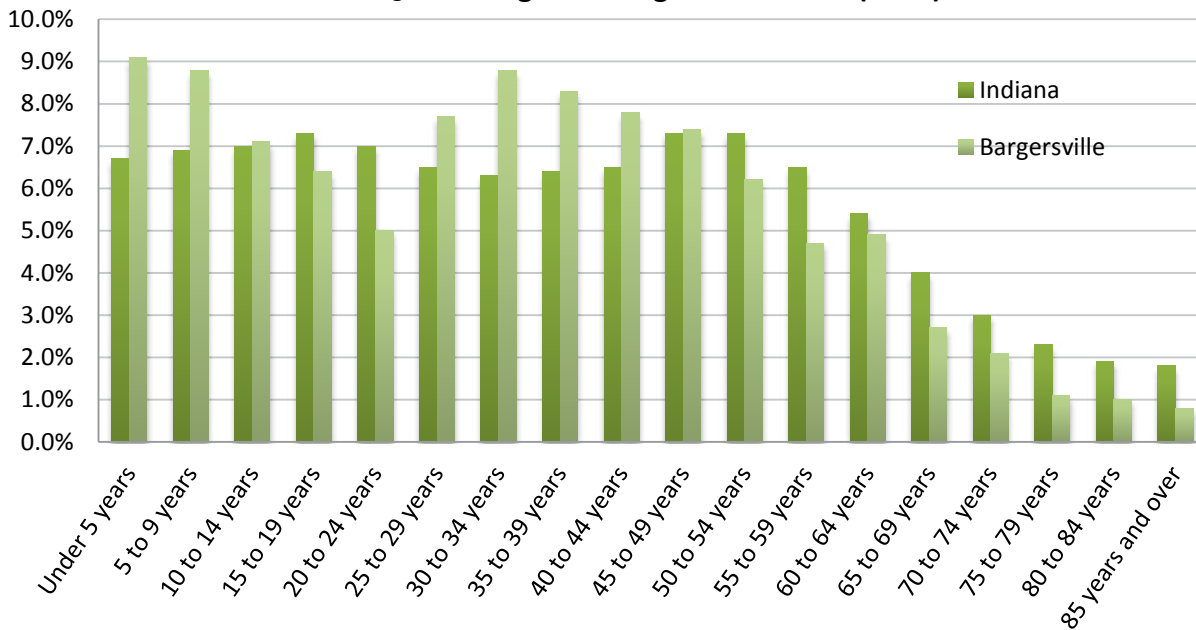
Source: STATS Indiana

*As of July 1st of each year

Age

Bargersville has a younger population than Indiana as a whole. As **Figure 3** suggests this is partly because Bargersville has a significantly higher percentage of individuals younger than nine years old and a lower percentage of individuals older than 50. According to the 2010 Census figures, 2,530 of Bargersville's 4,013 residents—or 63% of the population—fall between the ages of 18 and 65. Only 7.7% of Bargersville residents are older than 65.

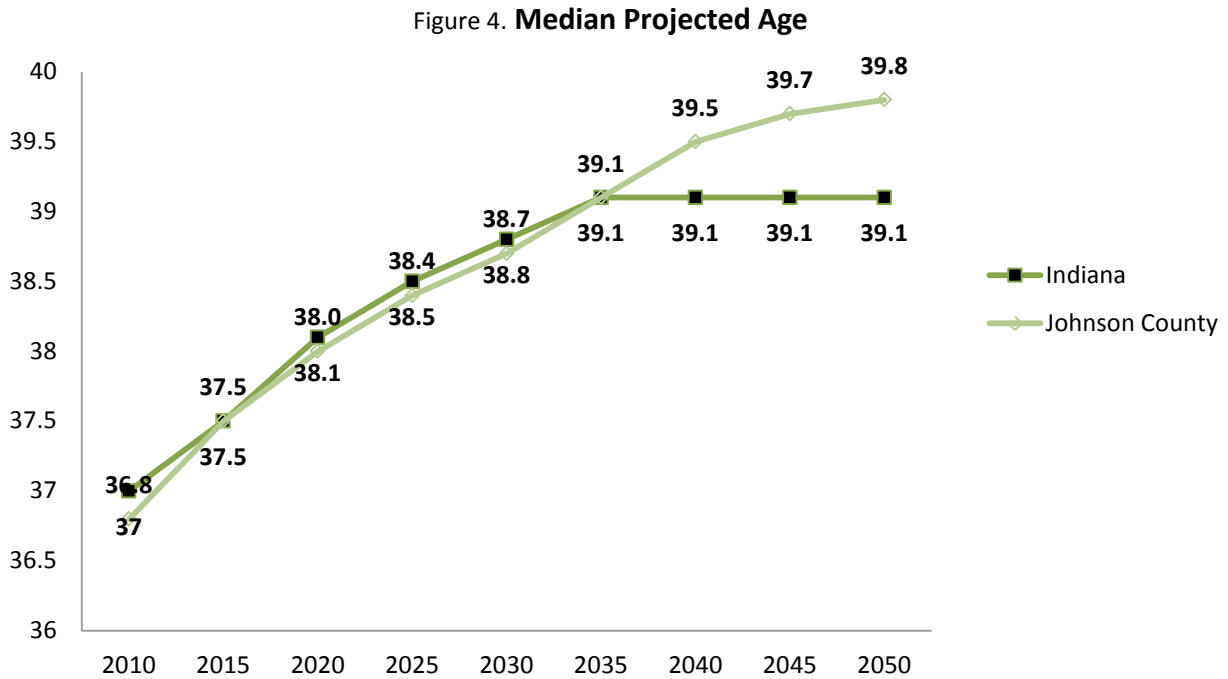
Figure 3. **Bargersville Age Distribution (2010)**



Source: U.S. Census, 2010

Age (continued)

As **Figure 4** shows, the population of Johnson County is expected to grow older in the next 40 years and to surpass the state median age. As of the 2010 census, the median age for Bargersville is only 33.2 years, compared with a median age of 37 years for the state of Indiana.

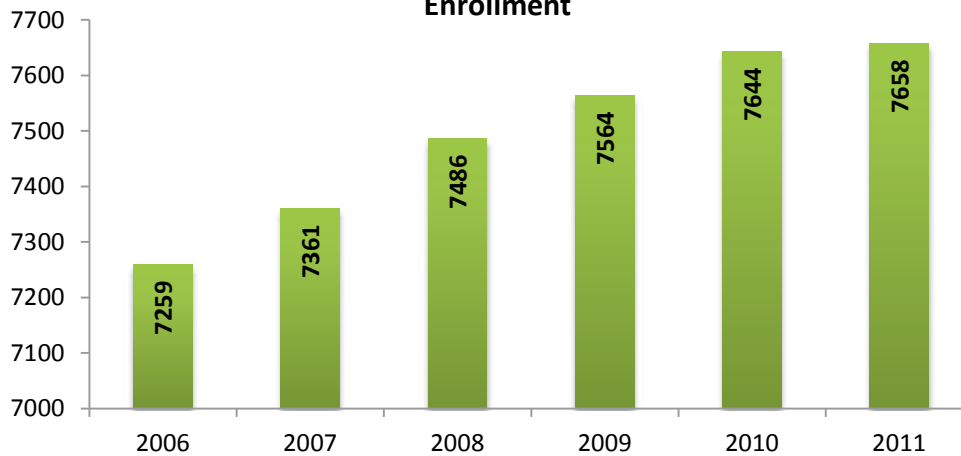


Source: STATS Indiana

School Enrollment

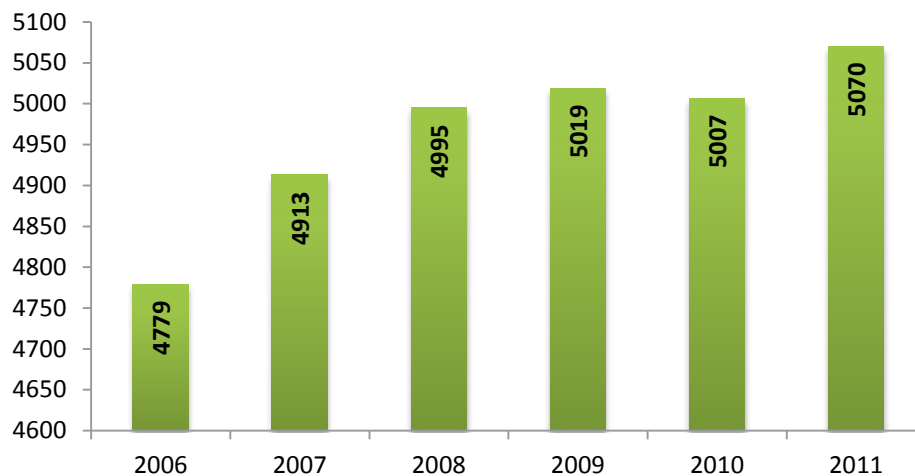
Figures 5a and 5b show enrollment statistics for Center Grove Community Schools and Franklin Community Schools collected from the Indiana Department of Education. Figure 5a shows that Center Grove has seen modest, though steady, growth in enrollment over the past few years, with a net gain of 399 students from 2006 to 2011. Franklin, likewise, has seen modest growth since 2006, with a net gain of 291 students.

Figure 5a. **Center Grove Community School Corporation**
Enrollment



Source: Indiana Department of Education

Figure 5b. **Franklin Community School Corporation**
Enrollment

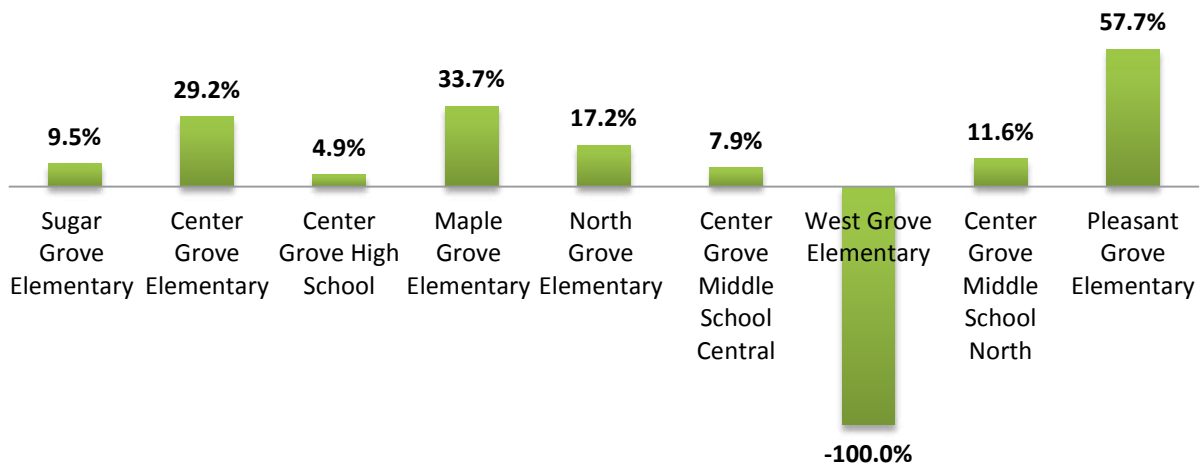


Source: Indiana Department of Education

School Enrollment (continued)

Figures 6a and 6b show the percentage change in enrollment by individual school during the same time period for both Center Grove and Franklin schools. The major changes in elementary enrollments for Center Grove largely reflect the redistribution of students following the closing of West Grove Elementary. The decline in Franklin elementary and middle school enrollments also reflect the redistribution of students following the reopening of Custer Baker Intermediate School and reconfiguration of Franklin schools.

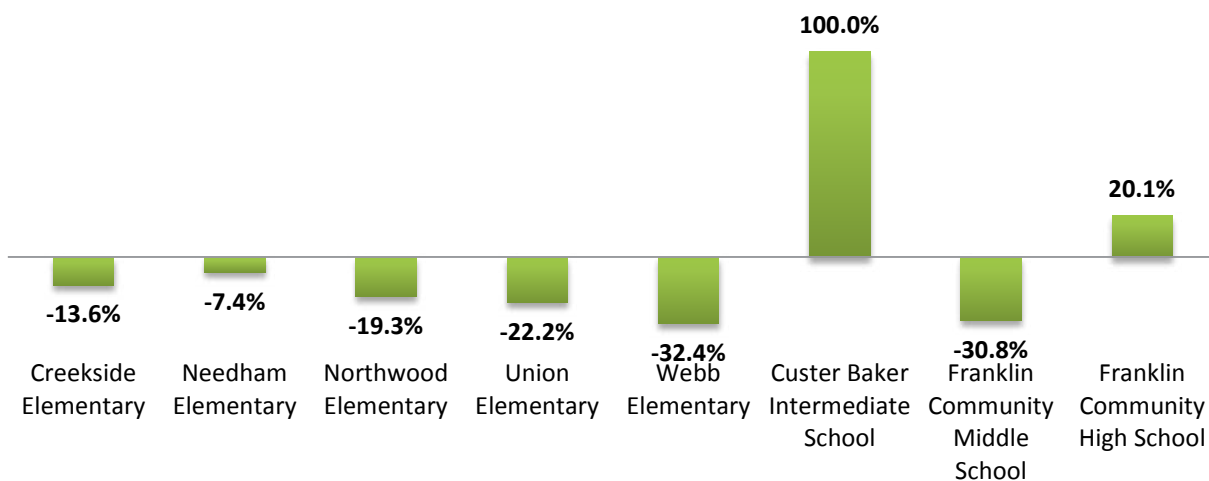
Figure 6a. % Change in Enrollment for Center Grove Schools (2006-2011)



Source: Indiana Department of Education

*Public schools only

Figure 6b. % Change in Enrollment for Franklin Schools (2006-2011)



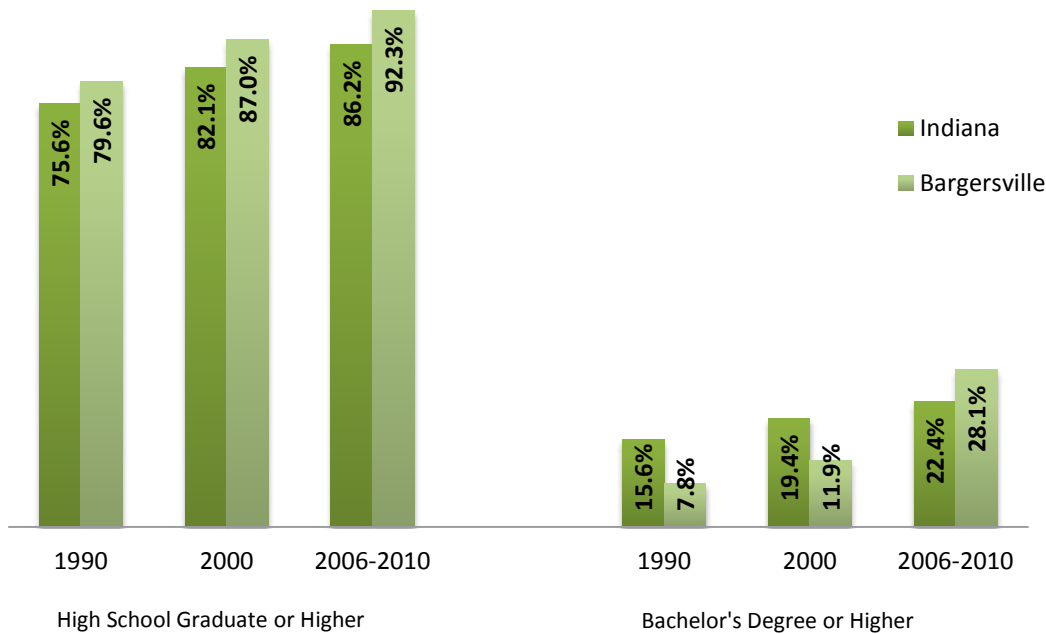
Source: Indiana Department of Education

*Public schools only

Educational Attainment

Educational attainment is another key demographic characteristic, one that is especially helpful in understanding economic development potential. **Figure 7** shows that the percentage of Bargersville residents with at least a high school degree increased from 79.6% in 1990 to 92.3% in 2006-2010. Out of Indiana's 600 towns and cities, Bargersville ranked 126th in 1990 and 116th in 2000 in the percentage of residents with at least a high school degree (2010 rankings were unavailable). The percentage of residents with a Bachelor's degree or higher increased during that same time frame as well from 7.8% in 1990 to 28.1% in 2006-2010. (Note: this last estimate has a margin of error of plus or minus 7%.)

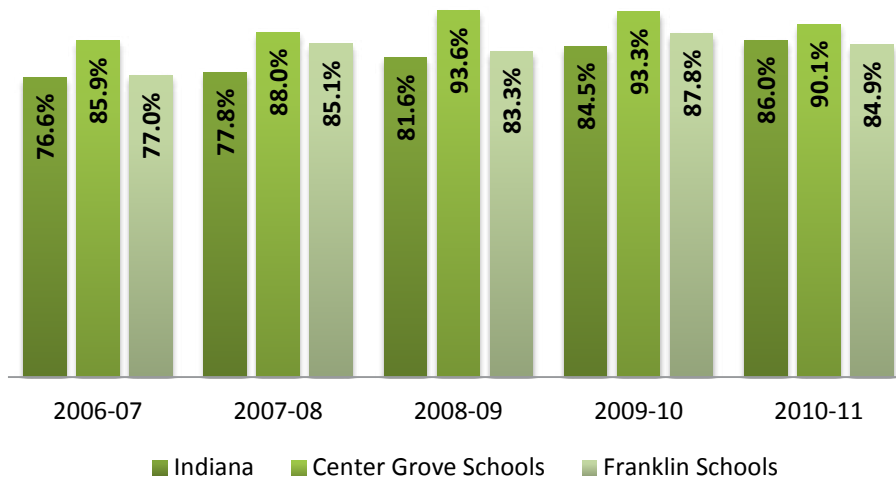
Figure 7. Educational Attainment



Sources: STATS Indiana; 2006-2010 ACS

Educational Attainment (continued)

Figure 8 shows the graduation rates by four year cohorts for Indiana, Center Grove Community Schools, and Franklin Community Schools for the 2007-08 through the 2010-11 school years. Center Grove schools have consistently graduated a higher percentage of students than Indiana, with rates ranging from 85.9% in 2007-08 to 93.6% two years later. And while Franklin Schools have trailed Center Grove, they have generally exceeded the state average during the past five years.

Figure 8. **Four Year Cohort Graduation Rates**

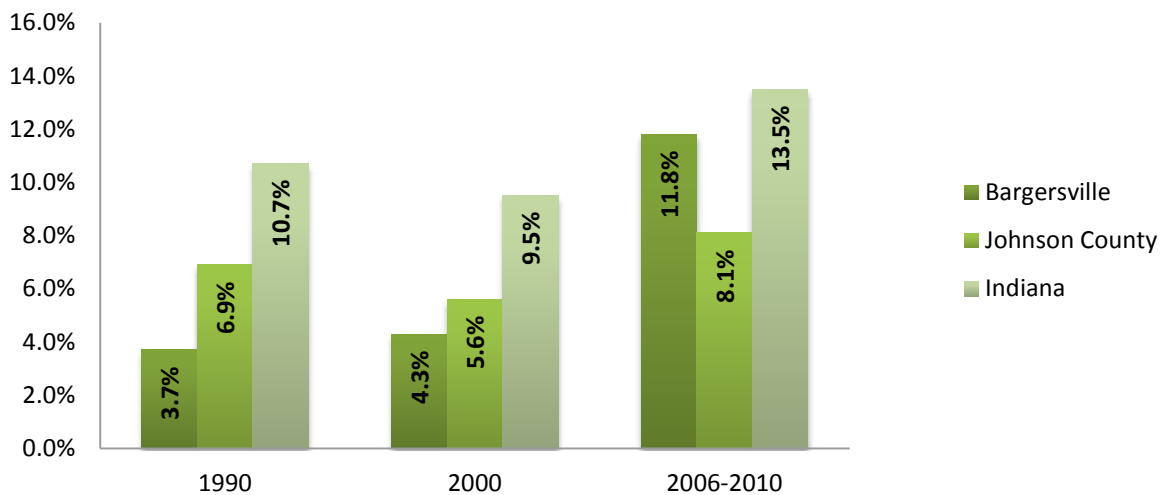
Source: Indiana Department of Education

Poverty

The poverty rate tracks the percentage of individuals who are below the poverty threshold. Poverty thresholds are the dollar amounts used to determine poverty status, and vary according to the size and age of family members. The same thresholds are used throughout the United States and do not vary geographically.

As can be seen in **Figure 9**, both Bargersville and Johnson County have consistently posted lower poverty rates than the state as a whole since 1990. In comparison to other Indiana towns and cities, Bargersville ranked 368th in 1990 and 288th in 2000 in terms of the percentage of individuals living below the poverty threshold. More recently, the economic downturn has generated higher poverty rates across the state, though Johnson County appears to have felt the impact to a somewhat lesser degree than the state as a whole. (Note: the 11.8% poverty rate for Bargersville in the 2006-2010 period has a margin of error of plus or minus 9.2%, which means that it is likely inflated; the Indiana and Johnson County statistics are still accurate within plus or minus 0.2% for Indiana and plus or minus 1% for Johnson County.)

Figure 9. Individual Poverty Rates

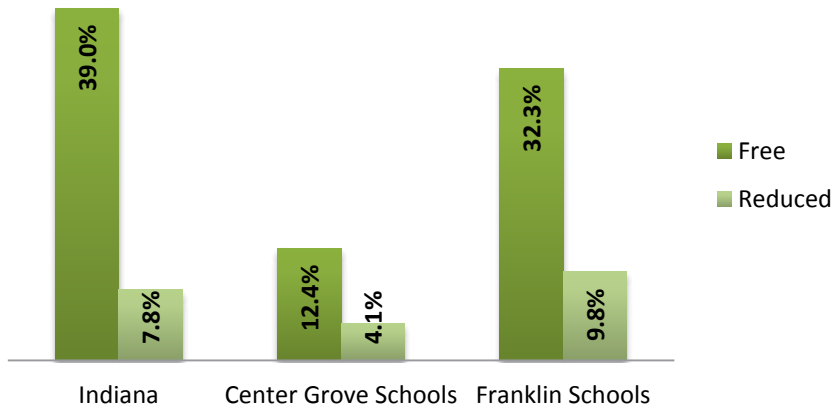


Sources: U.S. Census Bureau (1990 & 2000); 2006-2010 ACS (2010)

Poverty (continued)

Another measure of the relative affluence or poverty of a region is the number of students who are served free or reduced lunches in public schools. The percentage of students receiving this aid in Indiana, Center Grove Community Schools, and Franklin Community Schools is shown in **Figure 10**.

Figure 10. **Percentage of Students on Free and Reduced Lunch (2010-11)**

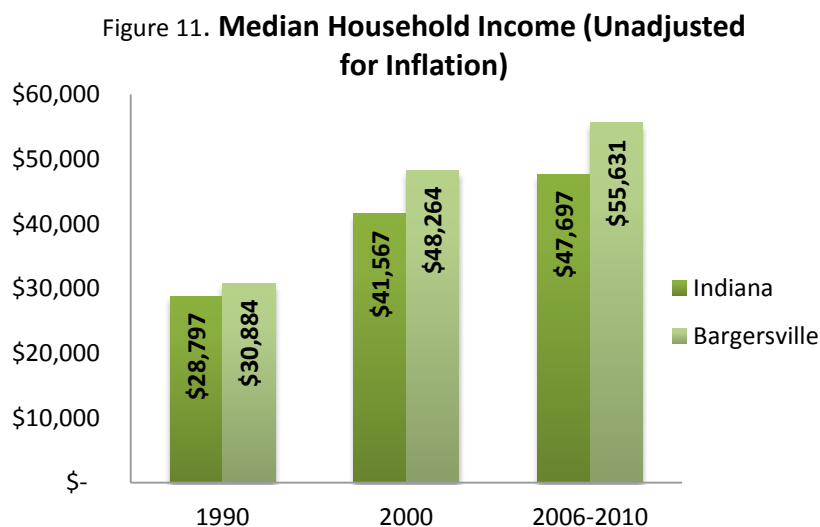


Source: Indiana Department of Education

Income

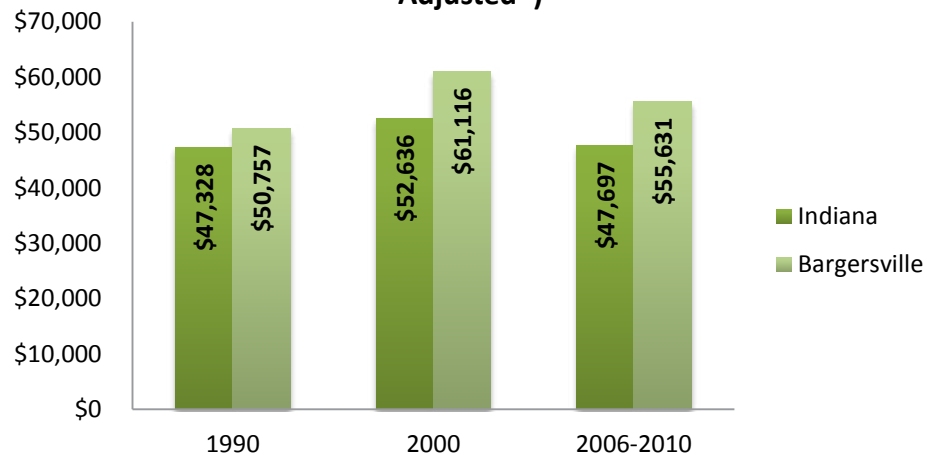
Income is generally the aggregate of wages and salaries, net farm and non-farm self-employment income, interest, dividends, net rental and royalty income, Social Security and railroad retirement income, other retirement and disability income, public assistance income, unemployment compensation, Veterans Administration payments, alimony and child support, military family allotments, net winnings from gambling, and other periodic income. The median divides the income distribution into two equal parts, one having incomes above the median and the other having incomes below the median. For households and families, the median income is based on the distribution of the total number of units, including those with no income.

Figures 11 and 12 show the change in median household income in Bargersville and Indiana from 1990 to 2010, with Figure 11 representing the nominal (not inflation-adjusted) change and Figure 12 representing the real (inflation-adjusted) change. As can be seen in both charts, Bargersville's median household income has been slightly higher than the state median since 1990. As Figure 12 shows, although the state median income has changed little since 1990, Bargersville's has increased by 9.6%, after adjusting for inflation. In 2010, the median household income in Bargersville was about 16.6% higher than the state median. (Note: the margin of error for the 2006-10 Bargersville figure is plus or minus 6.9 %.)



Sources: U.S. Census Bureau (1990 & 2000); 2006-2010 ACS (2010)

Income (continued)

Figure 12. **Median Household Income (Inflation-Adjusted*)**

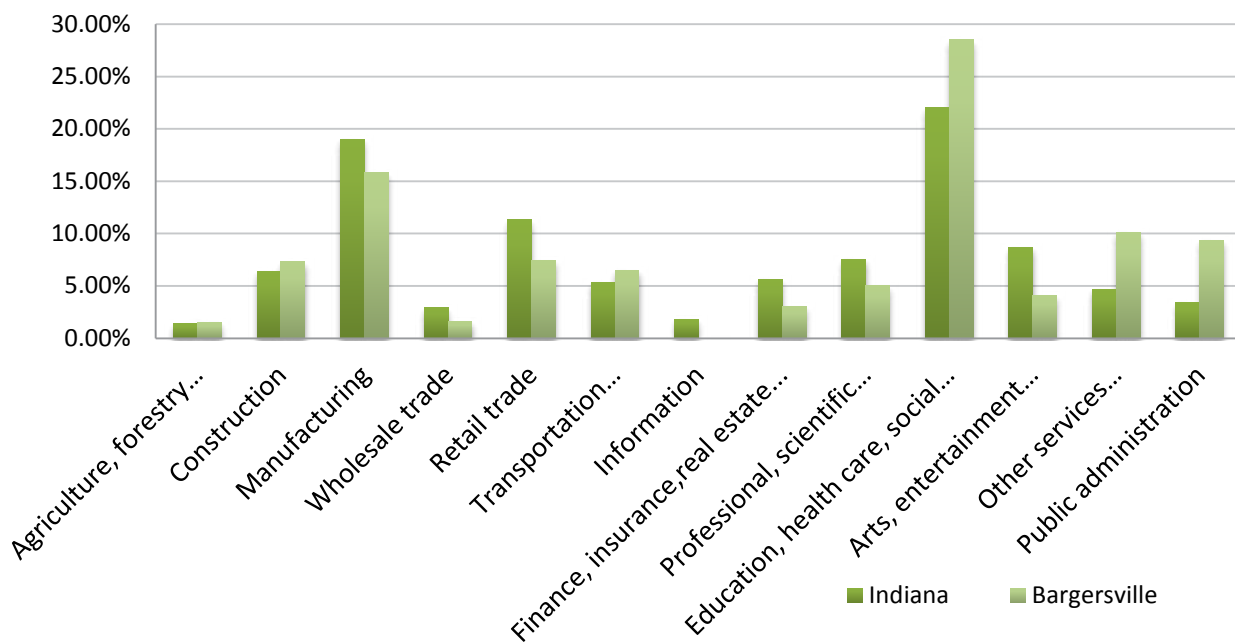
Sources: U.S. Census Bureau (1990 & 2000); 2006-2010 ACS (2010)

*In 2010 dollars; calculated using the Bureau of Labor Statistics CPI inflation calculator

Employment

Figure 13 shows that, as with the rest of Indiana, the major industries in Bargersville are manufacturing, educational services, healthcare, and social assistance. Close to 30% of all employees in Bargersville work in education, health, and social assistance, while more than 15% work in manufacturing. The next largest industries include retail, public administration, and other services, which collectively employ about a quarter of Bargersville workers.

Figure 12. **Employment by Industry**



Source: U.S. Census Bureau, 2006-2010 ACS

Employment (continued)

Figure 14 shows the top ten private sector employers in Johnson County. The range in size is large, from 550 employed by Caterpillar Remanufacturing to 155 employed by Amos Hill Associates. The major Bargersville employers include Foley Hardwoods, Inc., with 24 employees, and Umbarger & Sons, Inc. and Cabinets by Nichols, with 20 employees each.

Figure 14: Top Ten Employers in Johnson County	
Company	# of Employees
Caterpillar Remanufacturing	550
KYB Manufacturing	500
NSK Corp / NSK Precision America	433
Dayton Freight	350
Endress+Hauser	300
Danzer Veneer Americas	200
Advantis Medical	165
United Natural Foods	161
Sonoco Flexible Packaging	156
Amos Hill Associates	155

Source: Johnson County Development Corporation

Employment (continued)

Figure 15 shows the number of employees per industry, the earnings of each industry, the average earnings of each job per industry, and the percentages of these categories in Johnson County. Government provides the most total earnings of any industry in Johnson County and provides the second highest average earnings, following wholesale trade. Manufacturing and retail are the next most significant industries in terms of total earnings, and retail also employs the most people of any industry.

Figure 15. Employment and Earning by Industry in 2010 (NAICS)

	Employment	Pct. Distribution in Johnson County	Earnings (\$1000)	Pct Distribution in Johnson County	Average Earnings per Job
Farm	689	1.04%	\$17,477	0.8%	\$25,366
Accommodation, Food Service	6,317	9.5%	\$111,723	5.3%	\$17,686
Arts, Entertainment, Recreation	1,290	1.9%	\$10,387	0.5%	\$8,052
Construction	4,149	6.2%	\$149,998	7.1%	\$36,153
Health Care, Social Services	5,872	8.8%	\$252,070	12%	\$42,927
Finance, Insurance	3,027	4.6%	\$78,830	3.7%	\$26,042
Real Estate, Rental & Leasing	4,281	6.4%	\$27,306	1.3%	\$6,378
Manufacturing	4,557	6.9%	\$236,669	11.2%	\$51,935
Professional, Tech. Services	3,237	4.9%	\$111,801	5.3%	\$34,538
Retail Trade	10,387	15.6%	\$233,613	11.1%	\$22,491
Transportation, Warehousing	2,747	4.1%	\$102,147	4.8%	\$37,185
Wholesale Trade	1,820	2.7%	\$111,875	5.3%	\$61,470
Other Services	4,263	6.4%	\$142,746	6.8%	\$33,485
Government	7,150	10.8%	\$371,686	17.6%	\$51,984

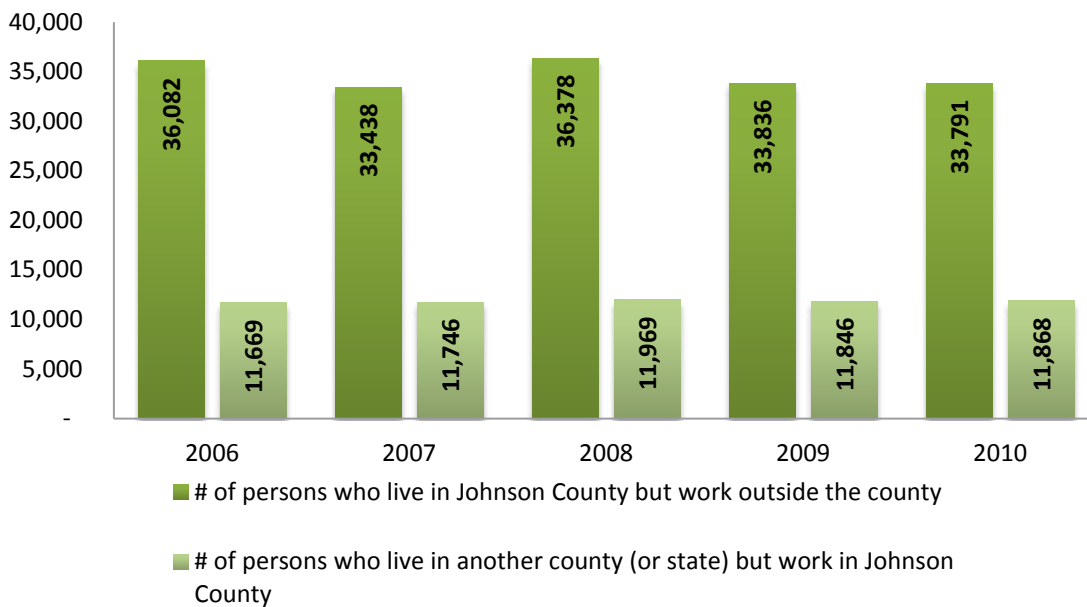
Source: STATS Indiana; U.S. Bureau of Economic Analysis

Commuting

Figure 16 shows the number of persons who live in Johnson County but work outside the county, compared to the number of persons who live elsewhere but work in Johnson County. In each of the years shown, there are nearly three times as many people commuting out of Johnson County as there are commuting into it, which means that Johnson County is a net exporter of labor. According to the Indiana Department of Revenue, about a third of Johnson County's implied resident labor force—that is, those who live in Johnson County and work, regardless of whether or not they work in Johnson County—commuted outside the county. The vast majority of these commuters (27,053) work in Marion County. Others work primarily in Bartholomew (2,076), Hendricks (684), Hamilton (647), and Morgan (587) counties.

Commuters into Johnson County come primarily from Marion County (5,972), though Morgan (1,234), Bartholomew (920), Shelby (896), and Brown (650) counties also contribute. Commuters from outside Johnson County make up about 17% of the total number of people who work within the county.

Figure 16. **Commuting Trends in Johnson County**

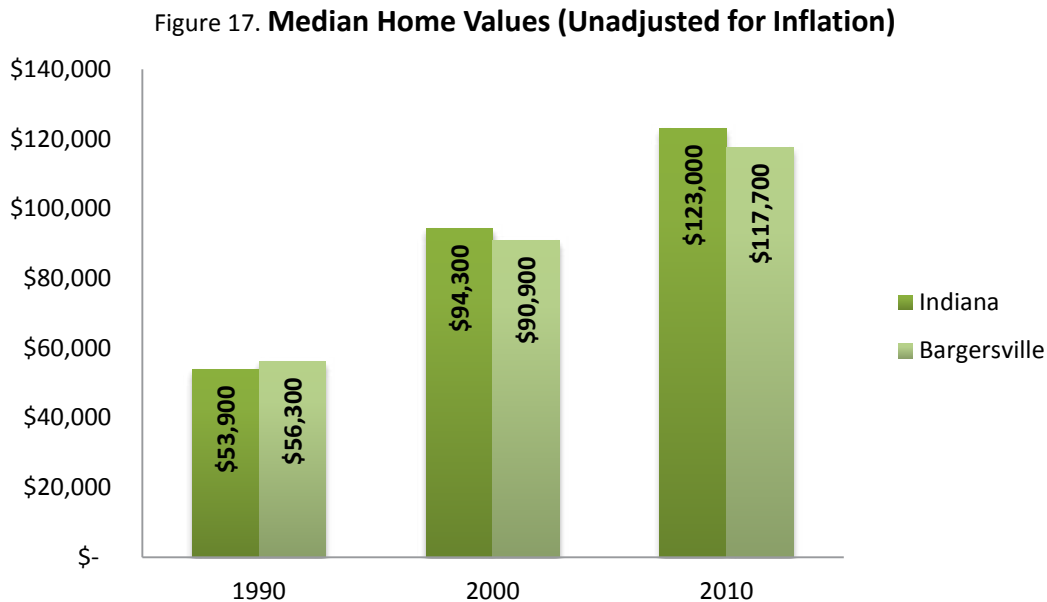


Source: STATS Indiana

Housing

Figure 17 shows the median home values (not inflation-adjusted) for both Indiana and Bargersville from 1990 to 2010, while **Figure 18** shows the inflation-adjusted median home values. As both indicate, Bargersville's median home value has been slightly less than the Indiana median since 1990, and the most recent ranking data available (2000 Census) shows that Bargersville was ranked 137th in the state in terms of median home value. Another statistic of interest is the rate of change in home values since 1990: whereas Bargersville's median home value increased by 61.5% from 1990 to 2000 (once adjusted for inflation), that growth rate slowed to only 2.3% between 2000 and 2010.

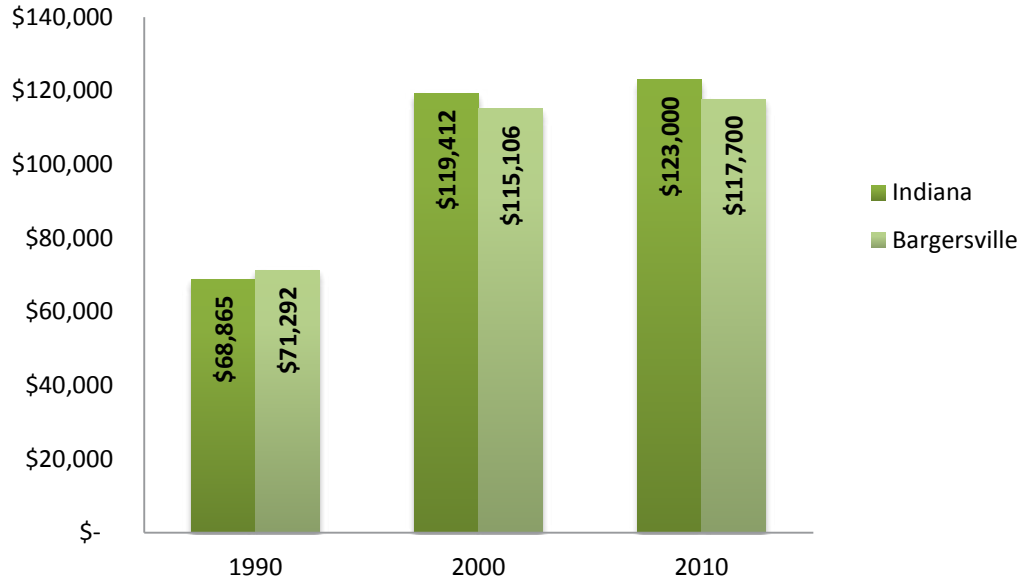
According to the 2006-2010 American Community Survey, there were approximately 1,202 owner-occupied housing units in Bargersville in 2010. Of these, 2.5% were valued at less than \$50,000, 27.4% at between \$50,000 and \$99,999, 44.8% at between \$100,000 and \$149,999, and 25.2% at \$150,000 or higher. The total number of housing units in Bargersville in 2010 was 1,514, of which 1,398 were occupied.



Sources: U.S. Census Bureau (1990 & 2000); 2006-2010 ACS (2010)

Housing (continued)

Figure 18. Median Home Values (Inflation-Adjusted*)



Sources: U.S. Census Bureau (1990 & 2000); 2006-2010 ACS (2010)

*In 2010 dollars; calculated using the Bureau of Labor Statistics CPI inflation calculator

Housing (continued)

The National Low Income Housing Coalition (NLIHC) conducts research on affordable housing and, among other things, produces an annual report that estimates the cost of affordable housing by county throughout the U.S. Two useful statistics that the NLIHC's report tracks are the Fair Market Rent and the Housing Wage. Briefly, the Fair Market Rent is defined as the 40th percentile of gross rents for "typical, non-substandard" rental units in a given area; the Housing Wage is defined as the hourly wage a household must earn to afford an apartment at Fair Market Rent while spending no more than 30% of its income on housing. Put another way, Fair Market Rent gives us a sense of how much a decent, affordable rental unit costs in a given area, while the Housing Wage tells us how much a household must earn to afford such a unit.

The Housing Wage in Indiana for a two-bedroom unit is \$13.43 per hour in 2012. This amount, once again, is the wage a household must make per hour during a 40 hour work week to afford a two-bedroom unit at Fair Market Rent, which is \$698 per month in Indiana. The Housing Wage in Johnson County is \$14.37, slightly higher than that of Indiana and nearly twice as high as the minimum wage (\$7.25 per hour). **Figure 19** shows the housing wages of selected areas in Indiana.

Figure 19. Housing Wage for a Two-Bedroom (2012)	
Indiana	\$13.43
Johnson County	\$14.37
Indianapolis Metro Area	\$14.37
Bloomington	\$13.92
Lafayette	\$13.98
Kokomo	\$12.48
Terre Haute	\$11.85
Evansville	\$12.85
South Bend	\$13.75

Source: National Low Income Housing Coalition

Housing (continued)

In Johnson County, the median household income of \$66,900 per year (in 2012 dollars) allows for a maximum monthly housing cost of up to \$1,643, according to the NLIHC definitions outlined above. However, an extremely low-income household income, which is defined as a household earning 30% of the median income for a given county and as \$20,070 for Johnson County in particular, can afford only \$502 per month for housing.

Put another way, the Fair Market Rent in Johnson County is \$747 per household per month for a two-bedroom unit. A single minimum wage earner, who in Indiana can only afford a rent of \$377 per month, would need to work 79.26 hours per week to be able to afford a two-bedroom unit in Johnson County; a household consisting of two minimum wage earners would just barely be able to afford a two-bedroom unit while each working a 40 hour week.

Another measure of housing growth is the number of building permits issued per year. As **Figure 20** indicates, Johnson County saw a rapid decline in the number of residential building permits issued per year from 2006 to 2010 due to the economic downturn. This decline is consistent with the statewide pattern of declining growth in residential construction since 2006.

Figure 20. Johnson County Residential Building Permits				
2006	2007	2008	2009	2010
1,320	752	796	678	651

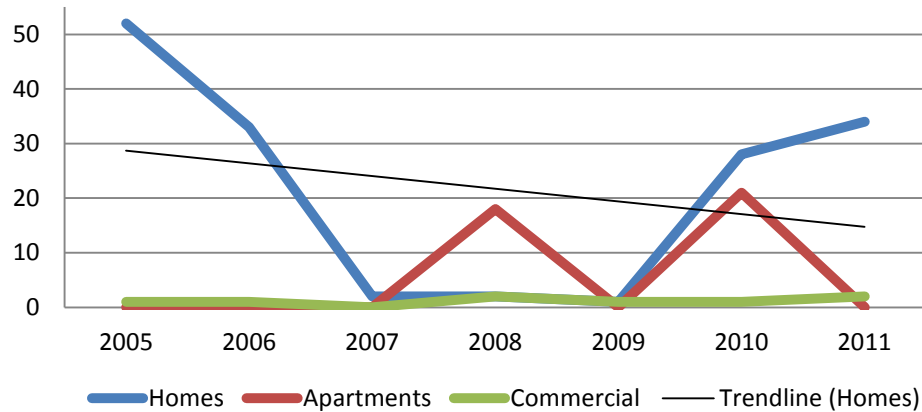
Source: STATS Indiana

New home construction in Bargersville has followed national trends. Prior to the collapse of the housing bubble in 2008, construction of new homes in Bargersville declined from 52 in 2005 to 33 in 2006 to 2 in 2007. Signs of recovery in the local housing market began to show in 2010.

Two apartment developments were constructed between 2005 and 2011. In 2008, several permits were issued to build Hartshire Lakes luxury apartments, which is located within the Center Grove school district. Permits for Clary Crossing Senior Villas were issued in 2010. This affordable senior housing development – financed in part by the Indiana Housing and Community Development Authority – is located near Greenwood at the intersection of Stones Crossing Road and SR 135.

Commercial building permits varied little during the time period reviewed.

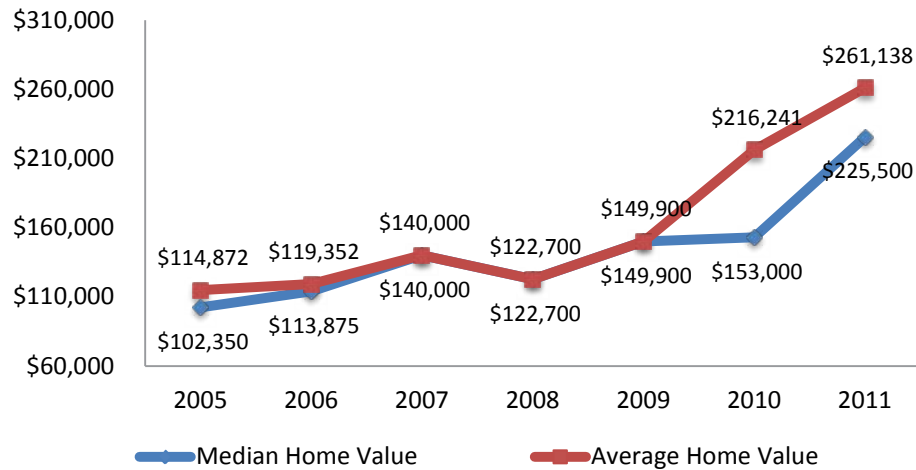
Figure 21. **Bargersville: Building Permits (2005-2011)**



Source: Town of Bargsville

A look at home values in Bargsville suggests that values have increased since 2009. The most likely explanation for this trend is that the town's annexation of areas in White River Township in 2009 brought higher-end housing developments within corporate limits.

Prior to 2010, almost all building permits issued for new home construction were in neighborhoods such as Country Meadows, Morris Meadows, and Summer Gardens. The highest home values in those neighborhoods were all less than \$200,000. Beginning in 2010, more building permits were issued for developments in Reserve at Somerset, Serenity Woods, Wyncrest, Whitetail Woods, and Clayborne. These neighborhoods have higher average home values that are higher than \$200,000.

Figure 21. **Bargersville: Home Prices (2005-2011)**

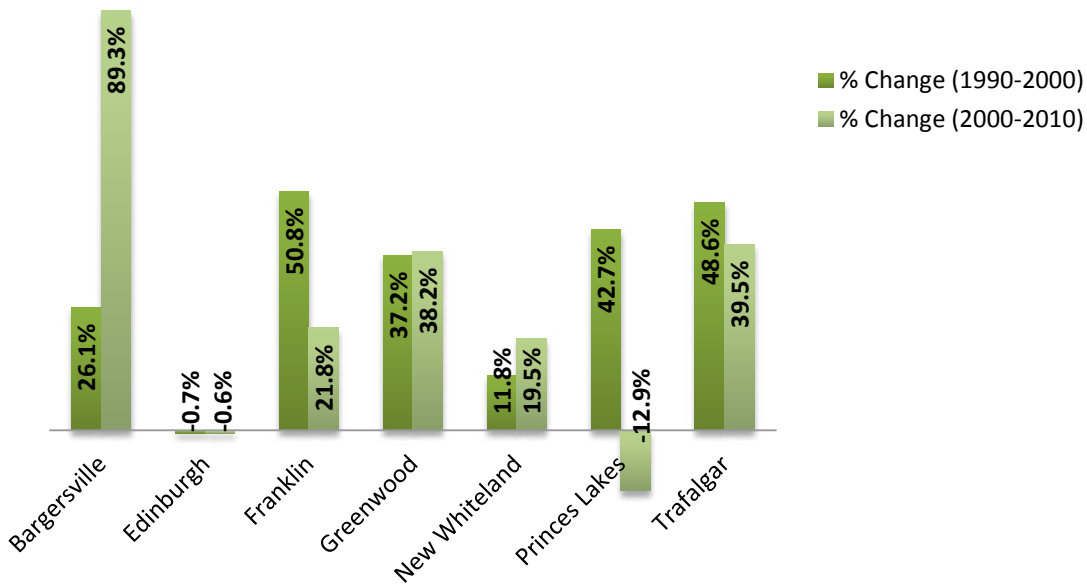
Source: Town of Bargersville

Johnson County and Bargersville have not been immune to home foreclosures. As of May 2012, one in every 510 housing units is in foreclosure in Johnson County. The rate in Bargersville is somewhat lower – one in every 602 units. In May 2012, there were 4 units in foreclosure in Bargersville. The average sales price for homes in Johnson County has hovered around \$150,000 since June 2011. During that same time period, average foreclosure sales price has been just above \$100,000. As of June 2012, the difference between average sales prices and average foreclosure sales prices is \$12,386. (Source: RealtyTrac.com)

Johnson County Comparisons

The following series of figures gives a sense of how Bargersville compares with other Johnson County towns and cities on a number of important demographic characteristics. **Figure 21** shows that Bargersville has experienced higher growth in the past decade than any other town or city in Johnson County, which again is largely the result of annexations. Greenwood and Trafalgar both grew by nearly 40% during that same time frame, while Edinburgh experienced close to zero growth and Princes Lakes experienced negative growth.

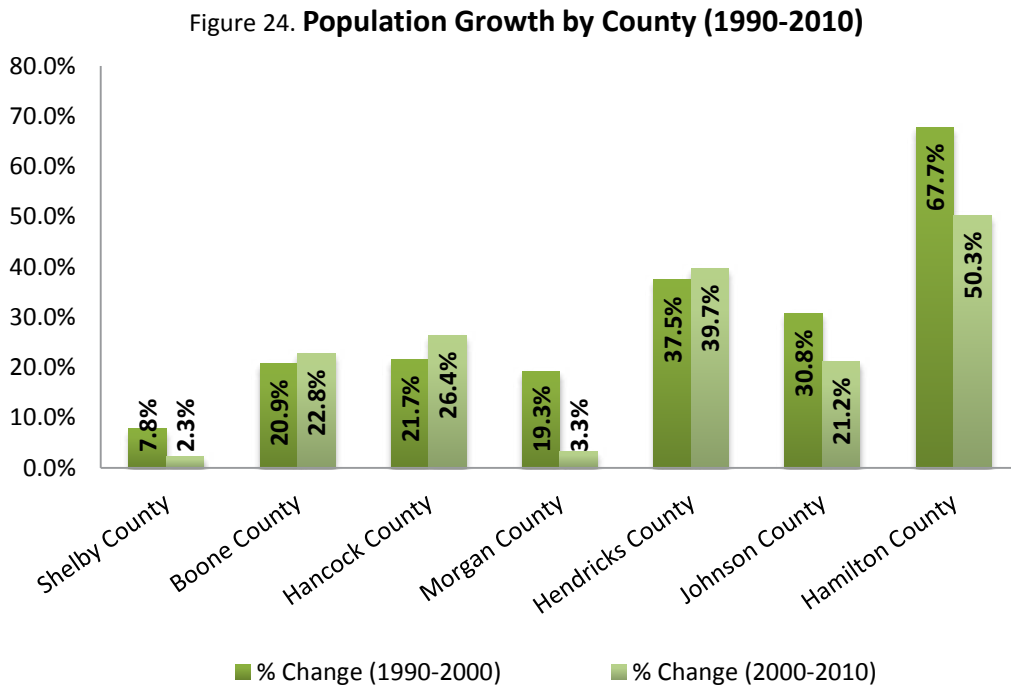
Figure 23. Population Growth by City (1990-2010)



Source: STATS Indiana

Johnson County Comparisons (continued)

Figure 22 shows the population growth rates in the past two decades for each of the counties surrounding the Indianapolis metropolitan area. Though Johnson County's growth slowed relative to growth of several of the other counties after the 1990s, it still grew by 21.2% in the 2000s.

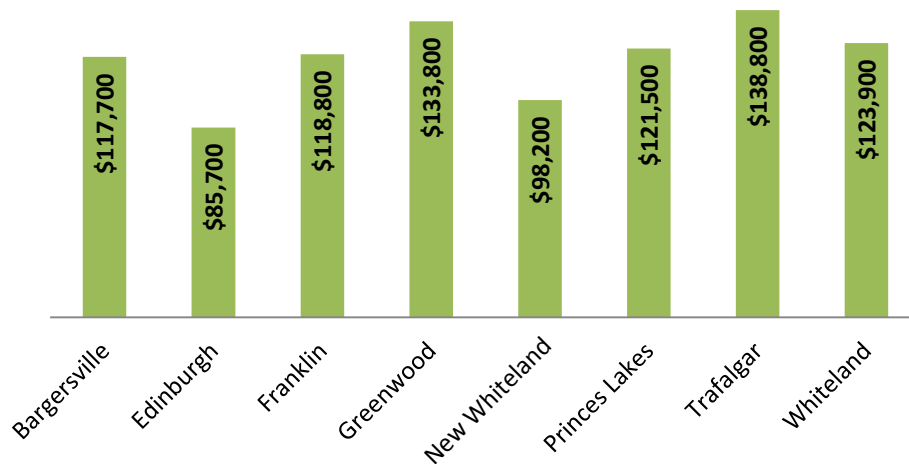


Source: STATS Indiana

Johnson County Comparisons (continued)

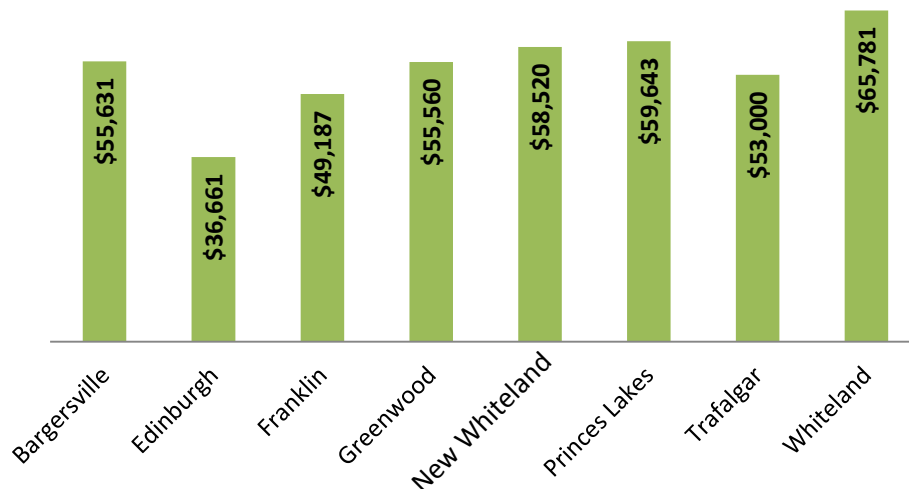
Figures 23 and 24 show the median home values and median household incomes for the 2006 to 2010 period for Johnson County cities. In both categories, Bargersville falls approximately in the middle range compared to other Johnson County towns and cities.

Figure 25. Median Home Value by City (2010)



Source: U.S. Census Bureau; 2006-2010 American Community Survey

Figure 26. Median Household Income by City (2010)

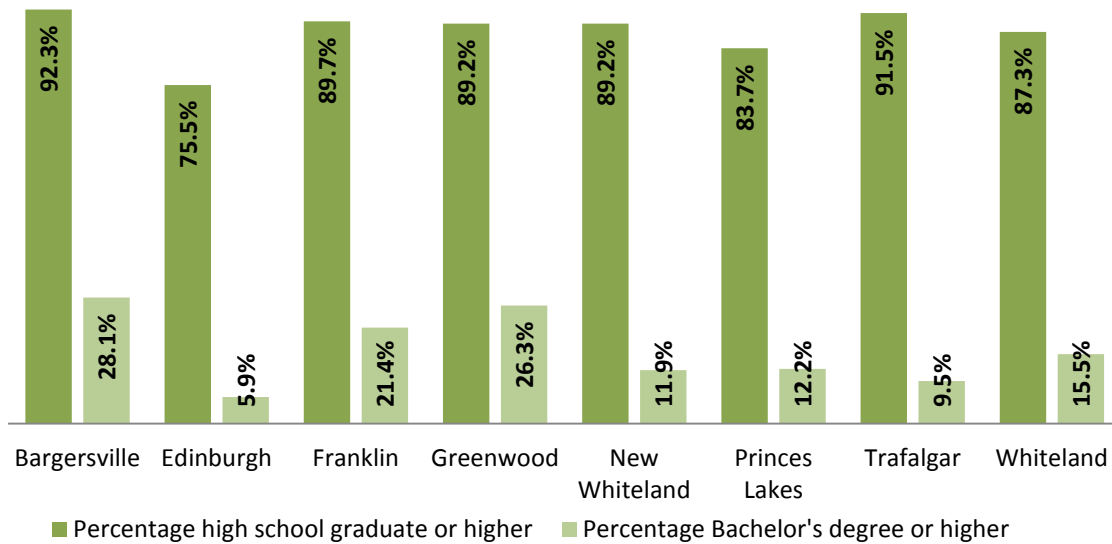


Source: U.S. Census Bureau; 2006-2010 American Community Survey

Johnson County Comparisons (continued)

Finally, **Figure 25** shows a comparison of educational attainment among Johnson County towns and cities. Bargersville leads the county in the percentage of residents with at least a high school degree and in the percentage of residents with at least a Bachelor's degree. As noted above, though, the 28.1% figure for Bargersville residents with at least a Bachelor's degree has a margin of error of plus or minus 7%.

Figure 27. Educational Attainment by City (2010)



Source: U.S. Census Bureau; 2006-2010 American Community Survey

APPENDIX D:
COMPLETE OPPORTUNITY
GAP ANALYSIS

Table A - Opportunity Gap by Retail Store 2012

This table is sorted by the Opportunity Gap / Surplus as found in Bargersville. The difference between demand and supply represents the opportunity gap or surplus available for each retail outlet in the specified reporting geography. When the demand is greater than (less than) the supply, there is an opportunity gap (surplus) for that retail outlet. For example, a positive value signifies an opportunity gap, while a negative value signifies a surplus.

TABLE B.1 – OPPORTUNITY GAPS			
Merchandise Lines	2012 Demand (Consumer Expenditures)	2012 Supply (Retail Sales)	Opportunity Gap / Surplus
Total Retail Sales Incl Eating and Drinking Places	118,332,229	41,972,767	76,359,462
<i>Motor Vehicle and Parts Dealers</i>	23,902,525	5,860,415	18,042,110
Automotive Dealers	20,069,067	1,796,258	18,272,809
Other Motor Vehicle Dealers	2,329,740	3,721,182	(1,391,442)
Automotive Parks/Accsrs, Tire Stores	1,503,718	342,978	1,160,743
<i>Furniture and Home Furnishings Stores</i>	2,362,809	0	2,362,809
Furniture Stores	1,270,594	0	1,270,594
Home Furnishing Stores	1,092,215	0	1,092,215
<i>Electronics and Appliance Stores</i>	2,535,457	1,670,729	864,728
Appliances, TVs, Electronics Stores	1,881,950	1,670,729	211,221
Household Appliance Stores	456,099	0	456,099
Radio, Television, Electronics Stores	1,425,851	1,670,729	(255,878)
Computer and Software Stores	529,386	0	529,386
Camera and Photographic Equipment Stores	124,120	0	124,120

TABLE B.1 – OPPORTUNITY GAPS			
Merchandise Lines	2012 Demand (Consumer Expenditures)	2012 Supply (Retail Sales)	Opportunity Gap / Surplus
<i>Building Material, Garden Equip Stores</i>	11,169,190	8,197,661	2,971,529
Building Material and Supply Dealers	10,015,667	2,436,276	7,579,391
Home Centers	4,006,092	0	4,006,092
Paint and Wallpaper Stores	246,968	0	246,968
Hardware Stores	991,860	0	991,860
Other Building Materials Dealers	4,770,748	2,436,276	2,334,472
Building Materials, Lumberyards	1,830,387	952,585	877,802
Lawn, Garden Equipment, Supplies Stores	1,153,522	5,761,385	(4,607,863)
Outdoor Power Equipment Stores	267,382	0	267,382
Nursery and Garden Centers	886,141	5,761,385	(4,875,244)
<i>Food and Beverage Stores</i>	14,746,325	614,334	14,131,991
Grocery Stores	13,359,863	90,076	13,269,787
Supermarkets, Grocery (Ex Conv) Stores	12,663,429	0	12,663,429
Convenience Stores	696,434	90,076	606,358
Specialty Food Stores	413,356	38,092	375,264
Beer, Wine and Liquor Stores	973,106	486,166	486,940
<i>Health and Personal Care Stores</i>	6,658,675	0	6,658,675
Pharmacies and Drug Stores	5,702,478	0	5,702,478

TABLE B.1 – OPPORTUNITY GAPS				
Merchandise Lines	2012 Demand (Consumer Expenditures)	2012 Supply (Retail Sales)	Opportunity Gap / Surplus	
Cosmetics, Beauty Supplies, Perfume Stores	236,387	0	236,387	
Optical Goods Stores	298,363	0	298,363	
Other Health and Personal Care Stores	421,447	0	421,447	
<i>Gasoline Stations</i>	11,245,201	20,878,030	(9,632,829)	
Gasoline Stations with Conv Stores	8,430,990	18,186,066	(9,755,076)	
Other Gasoline Stations	2,814,211	2,691,964	122,247	
<i>Clothing and Clothing Accessories Stores</i>	5,265,669	0	5,265,669	
Clothing Stores	3,774,724	0	3,774,724	
Men's Clothing Stores	236,736	0	236,736	
Women's Clothing Stores	951,405	0	951,405	
Childrens, Infants Clothing Stores	221,612	0	221,612	
Family Clothing Stores	2,021,225	0	2,021,225	
Clothing Accessories Stores	90,730	0	90,730	
Other Clothing Stores	253,016	0	253,016	
Shoe Stores	716,832	0	716,832	
Jewelry, Luggage, Leather Goods Stores	774,114	0	774,114	
Jewelry Stores	713,395	0	713,395	
Luggage and Leather Goods Stores	60,719	0	60,719	

TABLE B.1 – OPPORTUNITY GAPS			
Merchandise Lines	2012 Demand (Consumer Expenditures)	2012 Supply (Retail Sales)	Opportunity Gap / Surplus
<i>Sporting Goods, Hobby, Book, Music Stores</i>	2,299,910	243,877	2,056,033
Sporting Goods, Hobby, Musical Inst Stores	1,653,888	243,877	1,410,011
Sporting Goods Stores	847,245	118,058	729,187
Hobby, Toys and Games Stores	515,539	125,820	389,719
Sew/Needlework/Piece Goods Stores	134,528	0	134,528
Musical Instrument and Supplies Stores	156,576	0	156,576
Book, Periodical and Music Stores	646,022	0	646,022
Book Stores and News Dealers	420,799	0	420,799
Book Stores	396,081	0	396,081
News Dealers and Newsstands	24,718	0	24,718
Prerecorded Tapes, CDs, Record Stores	225,224	0	225,224
<i>General Merchandise Stores</i>	15,017,737	1,403,308	13,614,429
Department Stores Excl Leased Depts	7,324,489	0	7,324,489
Other General Merchandise Stores	7,693,248	1,403,308	6,289,940
<i>Miscellaneous Store Retailers</i>	3,176,791	282,285	2,894,506
Florists	238,471	0	238,471
Office Supplies, Stationary, Gift Stores	1,201,604	0	1,201,604
Office Supplies and Stationary Stores	683,849	0	683,849

TABLE B.1 – OPPORTUNITY GAPS			
Merchandise Lines	2012 Demand (Consumer Expenditures)	2012 Supply (Retail Sales)	Opportunity Gap / Surplus
Gift, Novelty and Souvenir Stores	517,755	0	517,755
Used Merchandise Stores	248,134	0	248,134
Other Miscellaneous Store Retailers	1,488,581	282,285	1,206,296
<i>Non-Store Retailers</i>	8,546,600	0	8,546,600
<i>Foodservice and Drinking Places</i>	11,405,340	2,822,127	8,583,213
Full-Service Restaurants	5,137,161	821,538	4,315,623
Limited-Service Eating Places	4,778,269	2,000,590	2,777,679
Special Foodservices	941,692	0	941,692
Drinking Places – Alcoholic Beverages	547,949	0	547,949
GAFO *	28,683,187	3,317,914	25,365,273
General Merchandise Stores	15,017,737	1,403,308	13,614,429
Clothing and Clothing Accessories Stores	5,265,669	0	5,265,669
Furniture and Home Furnishings Stores	2,362,809	0	2,362,809
Electronics and Appliance Stores	2,535,457	1,670,729	864,728
Sporting Goods, Hobby, Book, Music Stores	2,299,910	243,877	2,056,033
Office Supplies, Stationary, Gift Stores	1,201,604	0	1,201,604
* GAFO (General merchandise, Apparel, Furniture and Other) represents sales at stores that sell merchandise normally sold in department stores. This category is not included in Total Retail Sales Including Eating and Drinking Places.			

Source: Claritas, Inc.



Market Assessment ● Prepared by Strategic Development Group ● June 2012



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