

Pennsy Trail & Carroll RD Corridor Reuse Plan

Town of Cumberland, Indiana

July 12, 2011



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Executive Summary

The overall goal of this plan was to work with the Town of Cumberland to study the specific issues associated with development and redevelopment along a portion of the Pennsy Trail Corridor and Carroll Road Corridor in Cumberland. This plan provides land use recommendations, Pennsy Trailhead design recommendations and corridor enhancement recommendations within the study area. General design guidelines are also provided for future development within the study area.

The Town of Cumberland has historically been a crossroads for transportation. Growth in the town has benefitted from these transportation links, including the Historic National Road, the interurban and the Pennsylvania Railroad. In 2009, many things began to happen in Cumberland:

- The Cumberland Redevelopment Commission was formed.
- The reconstruction of East Washington Street began.
- The Cumberland Pennsy Trail was scheduled to break ground along the abandoned Pennsylvania Railroad.
- The Town decided to do an Economic Development Area Plan.

The Town saw an opportunity for transportation to continue to be a prompter for development, with the launch of a more bicycle and pedestrian-friendly era, with the new Pennsy Trail. The town owned property at the trailhead and decided to take a bigger look at the possibilities for development and redevelopment in the area. The project area is adjacent to the proposed Pennsy Trail corridor and runs from the trail area north along Carroll Road.

The project area is divided into 6 distinct sub-areas for the purposes of analysis and planning. These areas are:

- Area 1 – Gateway Entry
- Area 2 – Connecting Corridor
- Area 3 – Trailhead Passive Use
- Area 4 – Trailhead Activity Area
- Area 5 – Floodplain Area
- Area 6 – Development Area

Objectives were developed for each area based on stakeholder input. Design themes and a conceptual site plan were developed, which was tested with a display at Cumberland's Arts Goes to Market. The community was overwhelmingly in support. This report contains an implementation section, with cost estimates and an action plan.

Background

The Town of Cumberland is known historically for being a transportation hub. Cumberland's development over the years has been closely tied to advances in transportation. The town's rich transportation history includes not only its location on the Historic National Road, but also the Cumberland Stop on the interurban to Indianapolis, and the Pennsylvania Railroad's transportation of travelers, farm crops and livestock. Today, Cumberland is a 20 minute drive to Downtown Indianapolis and has easy access to Interstates 70 and 74. The Town is also served by the IndyGo bus system.

Cumberland was officially platted July 7, 1831 and named for Cumberland, Maryland, the east terminus of the Historic National Road. Incorporated in 1951, virtually all of the Town's future development will occur in Hancock County since Unigov legislation, adopted in 1970, has prevented the Town from expanding further into Marion County. Cumberland's population contains an estimated 6,000 residents, split almost equally between Marion and Hancock Counties.

It has retained its small town charm, with its historic downtown listed on the National Register of Historic Places. Subsequently, the Town of Cumberland and City of Indianapolis established an historic conservation district protecting much of the historical core of the community. The Town has also adopted an Historic National Road Overlay Zoning District to guide development along US 40/Washington Street.

The Town of Cumberland acquired some land along the north side of the Pennsy Trail corridor, which included two structures, a quonset hut and a roofed pavillion. In 2009, many things began to happen in Cumberland that prompted town officials to become proactive about planning for this area, which they saw as key for future development in the community:

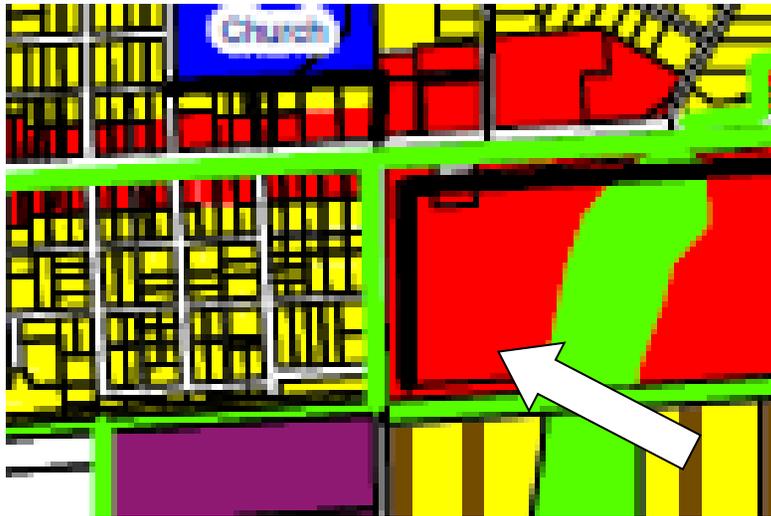
- The Cumberland Redevelopment Commission was formed to facilitate economic development and redevelopment within the Town of Cumberland.
- The reconstruction of East Washington Street began in tandem with streetscape improvements to further promote the community's Historic National Road heritage.
- The Cumberland Pennsy Trail was scheduled to break ground in June 2010, along the abandoned Pennsylvania Railroad. It links to the Pennsy Trail in Indianapolis and Greenfield, and is also part of the National Road Heritage Trail.
- The Town decided to do an Economic Development Area Plan in 2010

The Town's transportation ties can continue to be a prompter for future development, with the launch of a new transportation era directed at bicycles and pedestrians, with the installation of the Pennsy Trail.

Project Area



The project area is adjacent to the proposed Penny Trail corridor and runs from the trail area north along Carroll Road. The Carroll Road portion parallels both sides of the road from Warehouse Drive north to include the north sides of the intersection with E. Washington Street. The area along the Penny Trail Corridor is defined on the east by Carroll Road, on the south by the Penny Trail Corridor, on the west by private property near the intersection of Wayburn Street and on the North by Warehouse Road. The reuse study will look at the entire study area, including the integration of the proposed improvements for the Penny Trail.



Future Land Use Context

The Town of Cumberland recently updated their comprehensive plan's future land use map. This map shows the following uses:

- Industrial use to the south
- Commercial use to the east
- Commercial use at US 40 and Carroll Road
- Residential use north of Warehouse Road and west of Carroll Road

Existing Conditions

The study area is a mixture of both undeveloped land and developed land, much of it suitable for redevelopment. Existing land uses are as follows:

- West side of Carroll RD – single-family residential
- East side of Carroll RD – undeveloped floodplain and commercial
- South side of Warehouse – industrial
- North side of Warehouse – single-family residential
- North side of Washington – commercial (including vacant space)



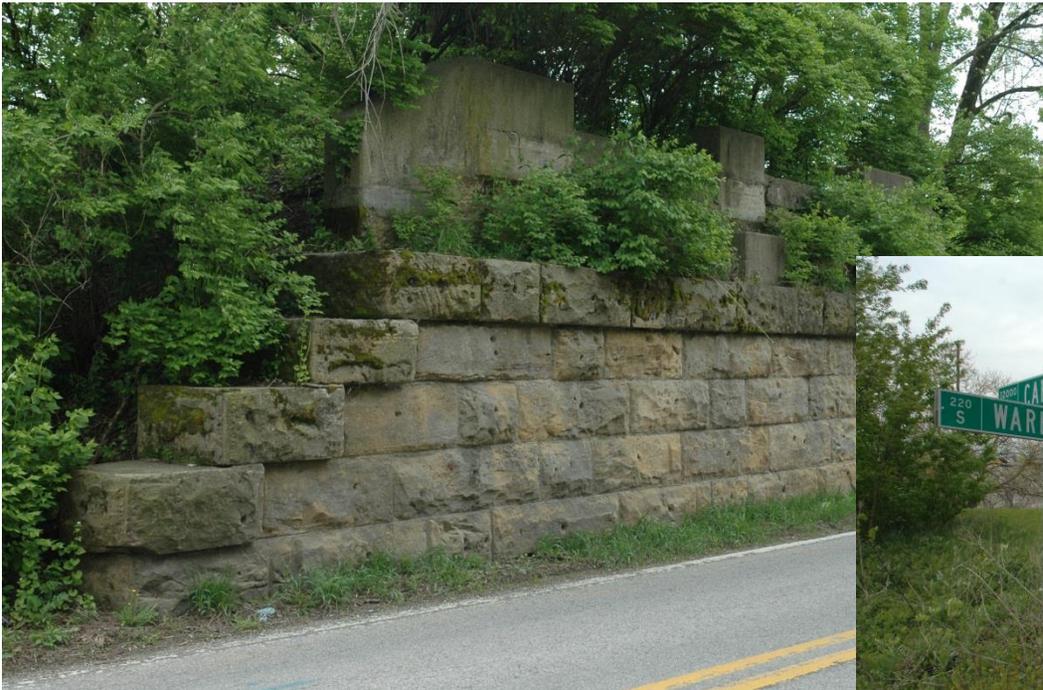
Existing Conditions

**Pennsy Trail Corridor
Existing Pavilion**

Existing Conditions

Pennsy Trail Corridor

- Remnant limestone bridge abutment at Carroll Road Crossing
- View of open space at the trailhead park





Existing Conditions

Carroll Road Corridor looking South

- Showing narrow bridge underpass



Existing Conditions

Carroll Road Corridor looking East along trail route

- View into Cumberland Creek floodplain

Existing Conditions

Carroll Road Corridor, looking East

- View across Cumberland Creek into development parcel



Existing Conditions

Carroll Road Corridor, looking North

- View showing lack of sidewalks on east side of Carroll and no curbs south of Saxon Street



Existing Conditions

Carroll RD Corridor, looking West along Washington St.

- Showing new sidewalks



Looking North on Carroll to Washington

- Showing stone creek bank and sidewalk



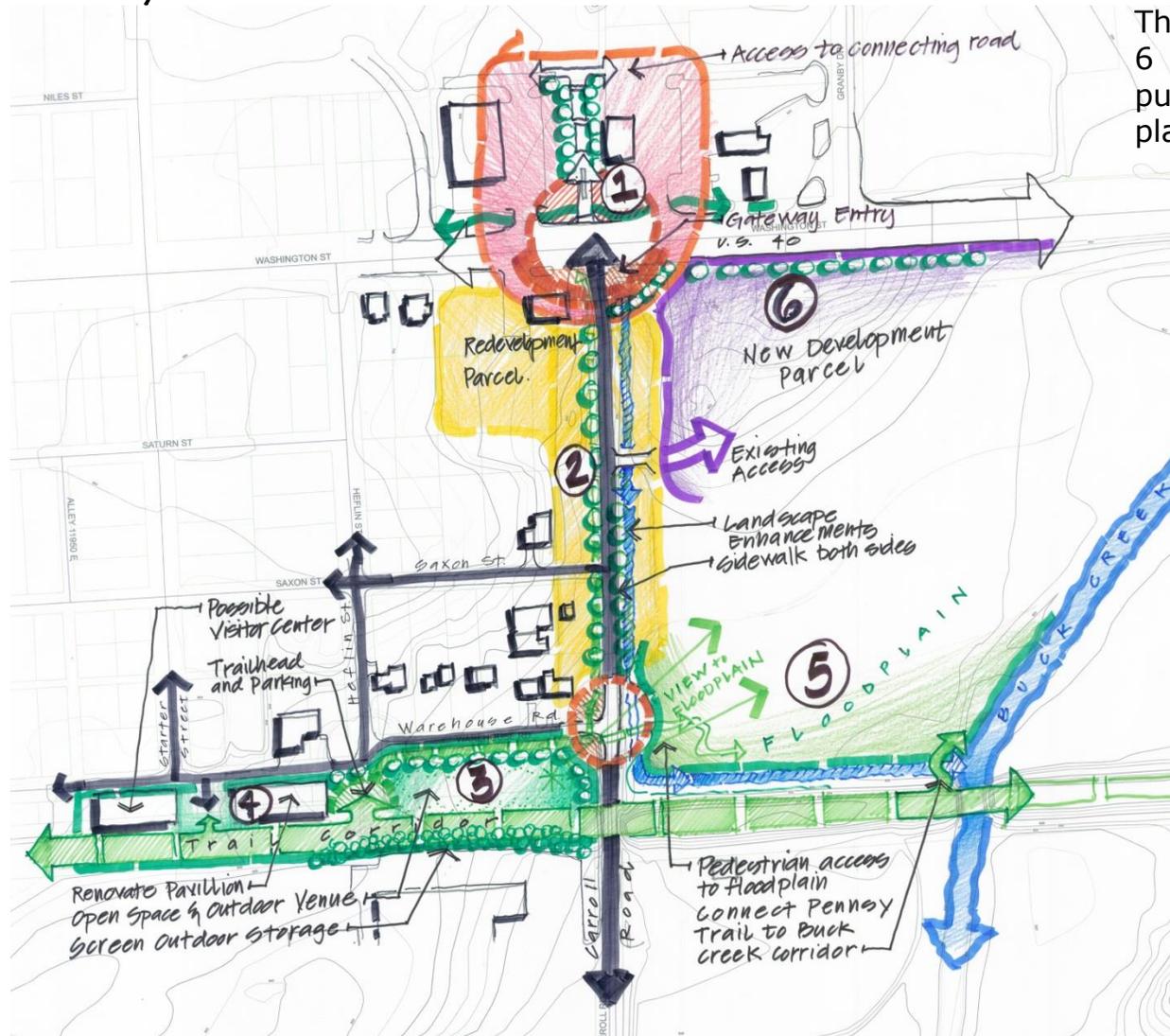
Existing Conditions

Carroll RD Corridor, looking along Washington St.

- Looking west and east along north side of road at Carroll Road intersection
- Showing existing billboard and Dollar Store



Analysis

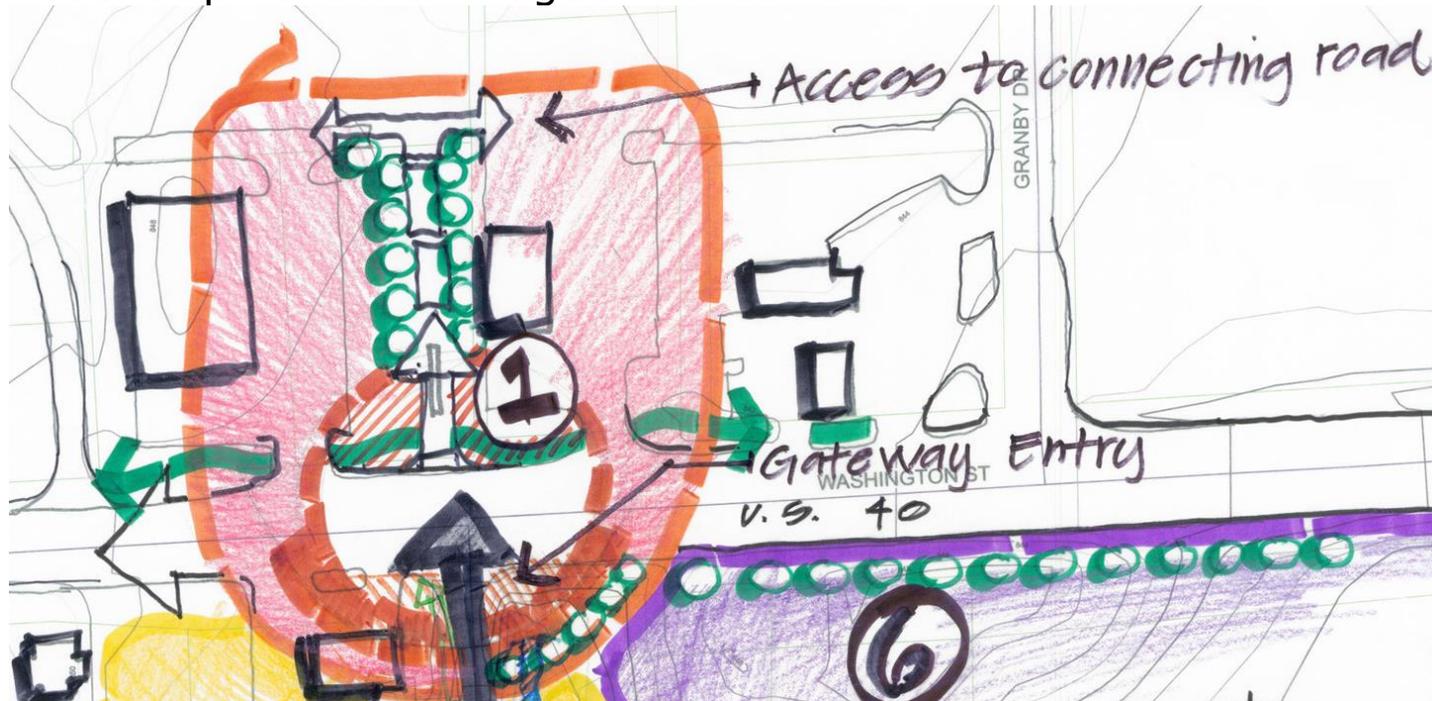


The project area is divided into 6 distinct sub-areas for the purposes of analysis and planning. These areas are:

- Area 1 – Gateway Entry
- Area 2 – Connecting Corridor
- Area 3 – Trailhead Passive Use
- Area 4 – Trailhead Activity Area
- Area 5 – Floodplain Area
- Area 6 – Development Area

Area 1 -- Gateway Entry

Redevelopment and Image Enhancement



Area 1 Objectives:

- Create a sense of entry
- Directional signage to trailhead
- Incorporate quality construction materials
- Require landscape easements for new development
- Control vehicular access

Area 1-Gateway Entry

This area is the intersection of US 40 and Carroll Road. There is an opportunity for redevelopment and physical enhancements to this area. The following issues were identified:

- Part of the area shown as a possible rear access road has recently been sold.
- The property immediately east of Granby has recently been sold as a possible 4 lot commercial development.
- There is an opportunity to connect this area from the possible rear access roadway to the residential neighborhood to the north with a possible bicycle or pedestrian pathway (no vehicular connection to the neighborhood).
- The Town has explored the idea of a stoplight at this intersection with a short extension of Carroll Road to the

north of US 40. According to the signalization study, the Town would be required to purchase the Pizza King building to extend Carroll Road. There is an opportunity to trade the existing Pizza King property for a new location at the nearby corner of US 40 and Granby. The newly enacted redevelopment commission could facilitate such a land swap. Another possibility is to use eminent domain, but the Town is hesitant to use this power.

- There is an opportunity for a historic theme of the National Road for enhancements to the Carroll Road and Washington Street intersection. Cumberland Indiana is located at approximately the midpoint of the initial section of the National Road. Gateway signage or a milepost-type monument could include a notation of the mileage to Cumberland Maryland similar to historic limestone milepost markers along the National Road.

Area 2 -- Connecting Corridor

Landscape and Image Enhancement



Area 2 Objectives:

- Incorporate landscape enhancements
- Define and enhance vehicular entries
- Construct sidewalk and trail connection
- Enhance the residential edge
- Promote quality redevelopment
- Enhance the edge of the drainage ditch

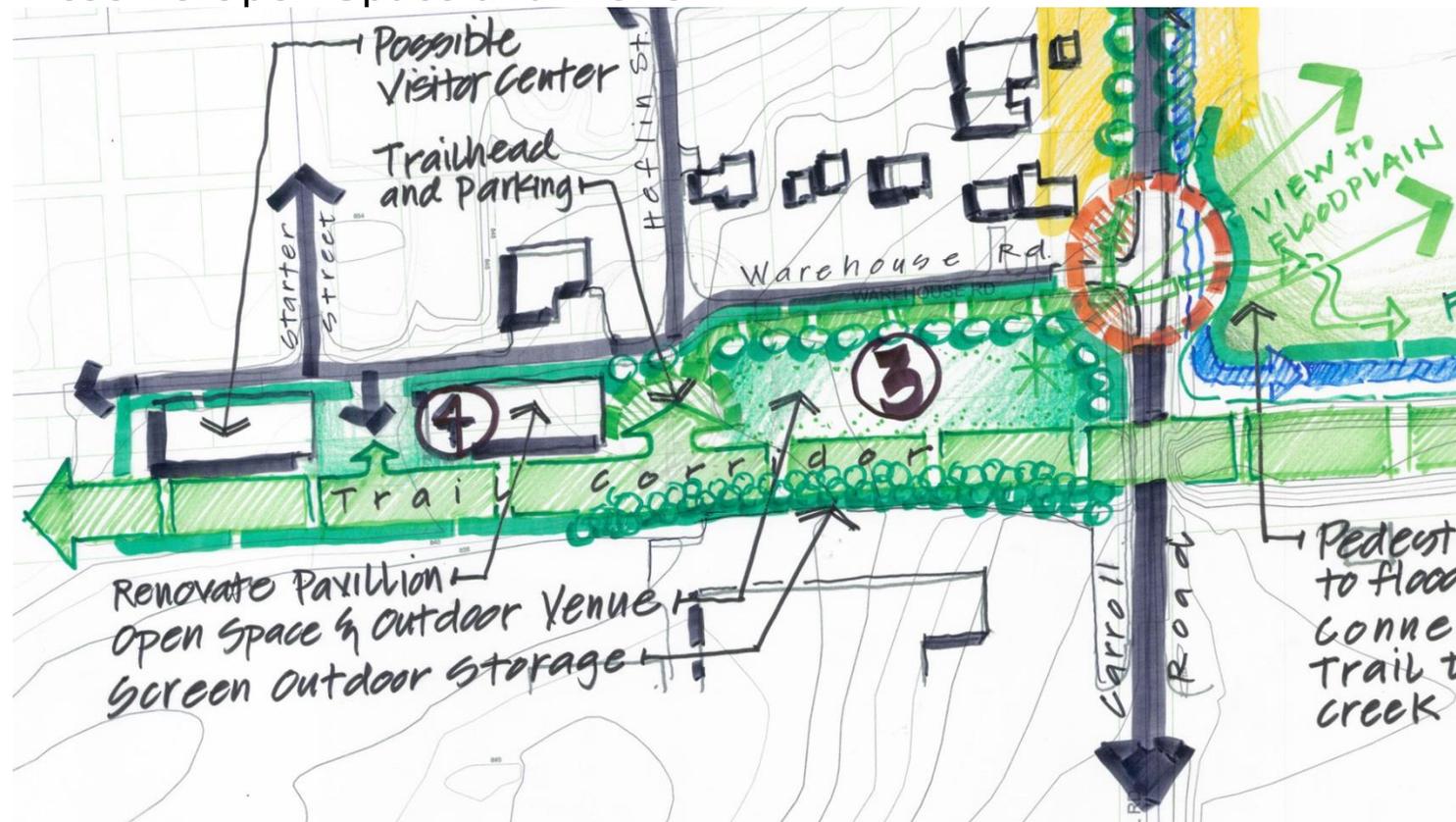
Area 2-Connecting Corridor

This area includes the Carroll Road corridor from US 40 to the Pennsy Trail Bridge over Carroll Road. There is an opportunity to provide landscape enhancements and pedestrian amenities in this area. The following issues were identified:

- The developer of the property immediately east of Carroll Road wants to use the existing agricultural entrance with the new culvert over the existing ditch as the primary entrance to the property. This entrance could be enhanced or moved to accommodate traffic entering this site.
- A new sidewalk will be constructed along Carroll Road from the intersection with US 40 along the east side of the road south to its intersection with Saxon. The construction of a sidewalk along the west side of Carroll from Warehouse Road to this intersection was mentioned with either a crossing at Saxon or continuing the walk north to US 40 on this side of the street.
- The existing drainage ditch along Carroll Road carries water throughout the year. There is an opportunity to vegetate its banks with native plants.
- Local art should be included within the project area. Include art as part of site development and enhancements in the project area. Any public art needs to be such that it discourages graffiti and vandalism and encourages buy-in by the general public. The use of murals is encouraged, such as the one near CVS in Cumberland, which can be used as an example of well maintained and accepted public art.

Area 3 -- Trailhead Passive Use

Preserve Open Space and Views



Area 3 Objectives:

- Preserve and enhance views to Buck Creek floodplain
- Define trail corridor and screen industrial use with native plants
- Incorporate flexible outdoor venue associated with pavilion
- Incorporate low impact site improvements for parking

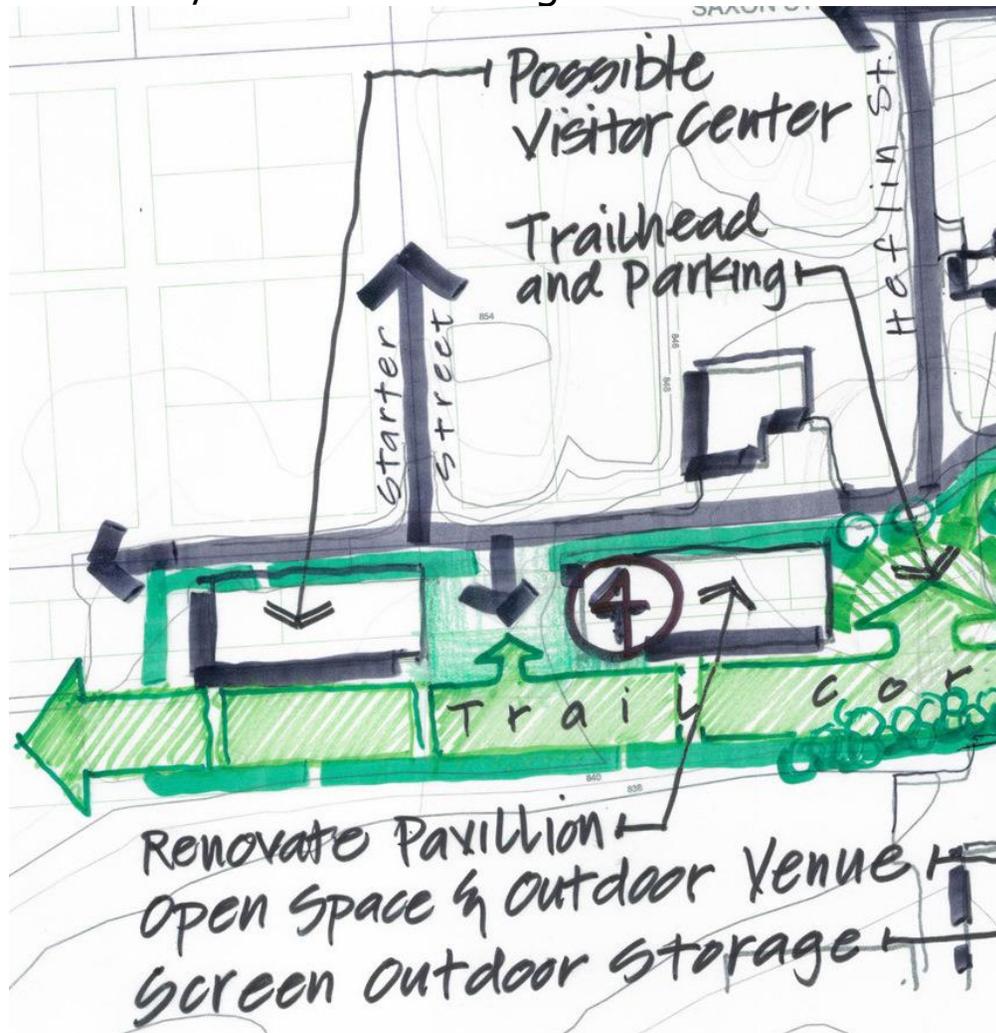
Area 3- Trailhead Passive Area

This area includes the Town-owned open grassy area at the southwest corner of the intersection of Warehouse Road and Carroll Road. There is an opportunity to preserve public open space in this area, provide access to the Pennsy Trail and maintain a visual and physical connection to the Buck Creek floodplain across Carroll road. The following issues were identified:

- The noise from the air handling equipment at the Harland Sprague facility immediately to the south of the Pennsy Trail in this area could limit outdoor performances. The possibility of a sound wall with landscape screening or other sound attenuation methods was discussed. The property owner should be approached about paying for the construction of the screening.
 - There is an opportunity to incorporate public art as part of the screening wall and landscaping.
 - The site will need grading and drainage work to be useable by the public as an outdoor gathering area.
- Low-impact site development should be used as feasible. This includes vegetated swales, rain gardens, pervious pavers, etc. The site could be a public demonstration area for sustainable site improvements.

Area 4 -- Trailhead Activity Area

Preserve/Restore Buildings



Area 4 Objectives:

- Restore and enhance pavilion
- Possible National Road visitor center
- Connect both buildings with plaza
- Provide parking for visitor center
- Possible farmers market
- Provide bike parking
- Include interpretive elements with transportation focus

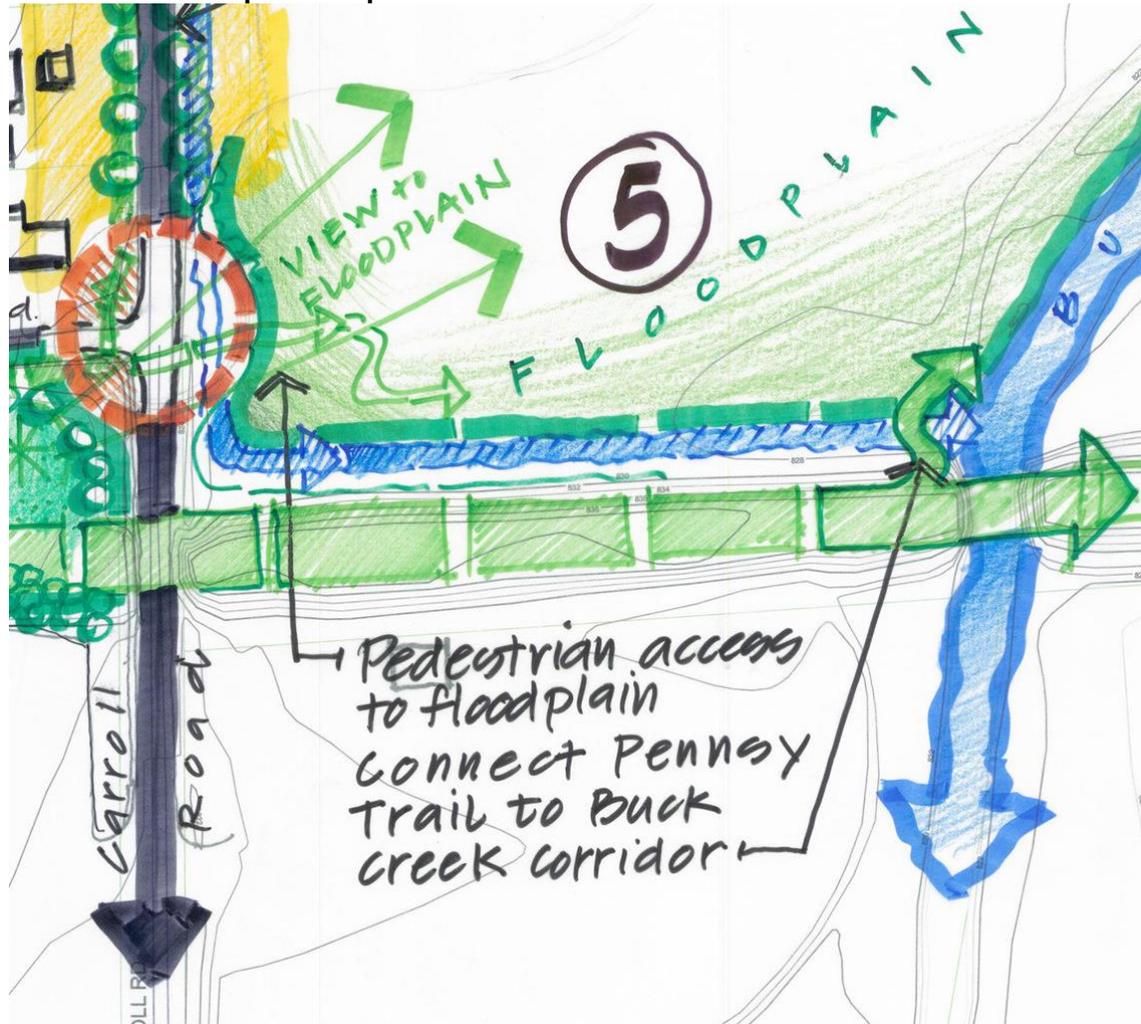
Area 4- Trailhead Active Area

This area is the Town-owned property between the Pennsy Tail and Warehouse Road that includes the existing open pavilion building and the metal arched roof building near the intersection of Warehouse Road and Starter Street. There is an opportunity to preserve and restore the two buildings and provide associated site improvements, parking and a connection to the Pennsy Trail. The following issues were identified:

- The National Road visitor center could be located, at least temporarily in the Quonset hut building.
- The pavilion building should be restored as an open, multi-use structure. The relocation of the existing farmers market to this building is recommended.
- Signage that interprets the transportation history of the Pennsy corridor is recommended. Interpretive elements, such as historic photos, incorporated into art pieces could be placed at key areas.

Area 5 -- Floodplain Area

Preserve Open Space



Area 5 Objectives:

- Preserve open space for possible park
- Preserve views into floodplain
- Connect Pennsy Trail to future Buck Creek Trail

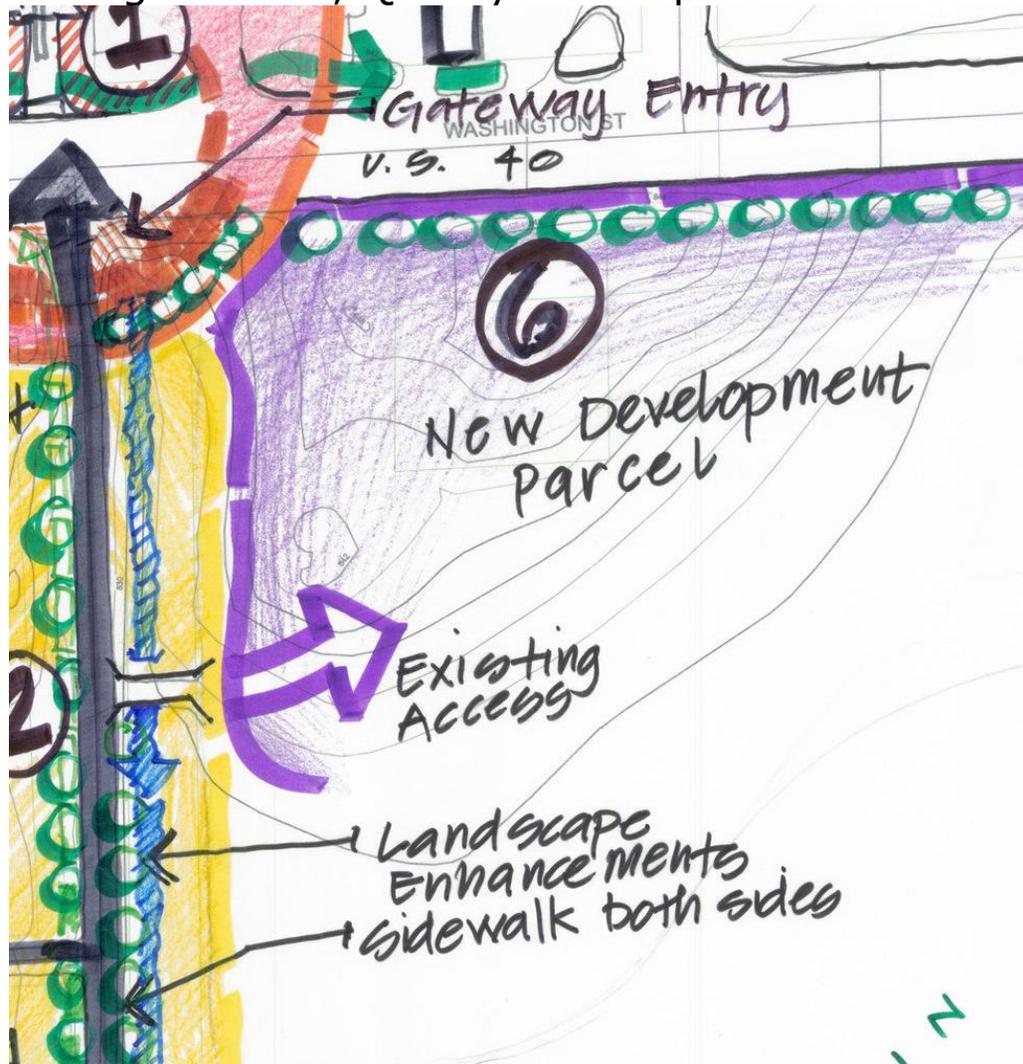
Area 5-Buck Creek Floodplain

This area includes the floodplain of Buck Creek defined by Carroll Road, the Pennsy Trail and the west bank of the creek. There is an opportunity to preserve the open spaces of the floodplain and open views into this area from the trailhead area and Carroll Road. The following issues were identified:

- There is a recent floodplain study that is almost complete that will redefine the floodplain limits in this area.
- There is an opportunity to work with the developer of the property to preserve the floodplain that is undeveloped as a public park with a trail and outdoor classroom (nature study) for local schools.

Area 6 -- New Development Area

Manage Access, Quality Development



Area 6 Objectives:

- Manage vehicular access
- “Cumberland Style” architecture
- Incorporate Buck Creek Trail
- Preserve and enhance floodplain connection
- Incorporate landscape improvements and easements

Area 6- Development Area

This area includes the property at the southeast corner of US 40 and Carroll Road. There is an opportunity to manage vehicular access and require high quality development. The following issues were identified:

- INDOT has acquired access easements along US 40 in this area.
- There is an opportunity to build landscape enhancements along US 40 within the road right-of-way in this area. Federal funding might be available or the Town might be able to install and maintain these improvements with local funds and a maintenance agreement with INDOT.
- Development in this area should include pedestrian access to the Buck Creek corridor.

Issues Summary

Following is a summary of project issues identified during the following project meetings: Staff Kickoff Meeting, Steering Committee Kickoff Meeting, Analysis Phase Steering Committee Meeting and Local Officials Stakeholder Interviews

The issues are organized according to the six project sub areas identified in the summary analysis map, and were used to develop the conceptual plan for the project area.

Steering Committee Meetings

The steering committee met regularly with the consultants to review their work, as outlined in the project scope. The steering committee met during four regularly scheduled Redevelopment Commission Meetings on the following dates:

- April 27, 2010, Kick-off Meeting – Issue identification exercise and examples

- June 22, 2010, Analysis Meeting – Site analysis summary map and thematic area descriptions
- August 24, 2010, Concept Plan Meeting – Review of concept plan and public input
- October 26, 2010, Draft Plan Meeting – Review of entire draft plan before adoption

Focus Group

Staff convened a focus group on July 1, 2010 to meet with the consultants about the project area. The group focused on their desire to retain Cumberland's small town character. They desire to limit the size of commercial buildings. A farmer's market and a visitor's center was desired near the Pennsy Trailhead, and encouraging commercial uses in the development area that are friendly to bicyclists and pedestrians were cited as keys to success. The group agreed that they would like to see more natural drainage methods used and that architecture should be human scale and include porches, outside eating areas, etc.

Area 1-Gateway Entry: This area is the intersection of US 40 and Carroll Road.

- Re-design the intersection of US 40 and Carroll Road to combine and close private commercial driveways onto US 40.
- Show the relocation of the pizza restaurant to the property immediately east of Granby; has recently been sold as a possible 4 lot commercial development.
- Connect this area from the proposed rear access roadway to the residential neighborhood to the north with a bicycle or pedestrian pathway (no vehicular connection to the neighborhood).
- Show a new stoplight at this intersection with a short extension of Carroll Road to the north of US 40. Need to review a copy of the signal study for the intersection.
- Show removal of the existing billboard as part of Carroll Road extension.
- Show a bike/pedestrian path from the end of the Carroll Road extension and the rear access road, north to the residential area.
- Show urban cross section (curb and gutter) of US 40 in this area.
- Show connecting rear access road at terminus of Carroll Road extension.
- Illustrate historic national road theme in enhancements.
- Use native plants along Cumberland Creek at SE quadrant of intersection.
- Show pedestrian crossings at intersection of US 40 and Carroll Road.
- Determine Carroll RD widening dimensions.
- Show a new use and building at the SW quadrant to replace the existing liquor store.
- Show landscape enhancements at the intersection and US 40.

Area 2-Connecting Corridor: This area includes the Carroll Road corridor from US 40 to the Pennsy Trail Bridge over Carroll Road.

- Make pedestrian and bike connection from Carroll RD sidewalk and Pennsy Trail.
- Add sidewalk along both sides of Carroll Road.
- Incorporate Mike Carroll interpretive element.
- Incorporate sustainable design elements along Cumberland Creek.
- Show Carroll Road widening and improvements.
- Integrate Cumberland Creek into development as an amenity.
- Look at new drives into private property along the west frontage and possibly move or close the existing improved agricultural entrance and culvert.
- Propose a treatment of the existing stone walls at the Pennsy Trail crossing as part of any future Carroll Road widening.
- Keep open views into floodplain from Carroll Road.
- Maintain visual connection to Pennsy Trail crossing along the corridor.
- Look at alternative vehicular entries into the development along the eastern edge of the corridor.
- Look at public art for improvements.
- Show redevelopment at the SW quadrant of US 40/Carroll Road intersection (in historic district).
- Show recommended building heights along both sides of the corridor.
- Recommend mixed uses along east side frontage of the corridor in suitable house conversions or new residential scale structures.

Area 3- Trailhead Passive Area: This area includes the Town-owned open grassy area at the southwest corner of the intersection of Warehouse Road and Carroll Road.

- Reuse the pavilion as a multi-use, open-sided structure. Look at farmers market use.
 - Provide flexible open-space for overflow parking in this area.
 - Provide interpretive elements/exhibits for the railroad history of the Pennsy corridor. Use modern technology to promote interactivity with the exhibits where feasible.
 - Offer parking for trailhead & pavilion.
 - Look at the placement of public restrooms in the trailhead area.
 - Provide connection to the solar system interpretive area from the trailhead.
 - Address security in the proposed plan.
- Look at phasing the improvements.
 - Promote trailhead as destination with bicycle accommodations.
 - Address the noise from the air handling equipment at industrial facility south of Trail. Use landscaped sound wall or other methods.
 - Consider security gate for employees of industrial facility to access the Trail.
 - There is an opportunity to incorporate public art as part of the screening wall and landscaping.
 - Estimate roughly the grading and drainage work necessary to make the site useable by the public as an outdoor gathering area.
 - Show low-impact site development features, including vegetated swales, rain gardens, pervious pavers, etc. The site could be a public demonstration area for sustainable site improvements.

Area 4- Trailhead Active Area: This area is the Town-owned property between the Pennsy Tail and Warehouse Road that includes the existing open pavilion building and the metal arched roof building (Quonset hut) near the intersection of Warehouse Road and Starter Street.

- Look at making the arched metal building a multi-use structure with artist space available for rent, along with exhibit space. It could also act as a visitor center for the National Road.
- Incorporate a historic rail car into the design of this area as an interpretive element.
- Use pervious pavement as part of the parking in this area. Look at breaking up the parking into smaller areas. Look at parallel parking along Warehouse Road.
- Keep the trailhead at a pedestrian scale.
- Look at a location for stargazing related to the solar system theme of the Pennsy Trail.
- Provide electrical power for outdoor events in this area.
- Provide pedestrian amenities such as restrooms, benches and drinking fountains in this area.
- Restore the pavilion building as an open, multi-use structure. The relocation of the existing farmers market to this building was recommended.
- Provide signage that interprets the transportation history of the Pennsy corridor. Look at the idea of incorporating art pieces into interpretive elements.

Area 5-Buck Creek Floodplain: This area includes the floodplain of Buck Creek defined by Carroll Road, the Pennsy Trail and the west bank of the creek.

- Address floodplain limitations for development.
- Show the preservation of the floodplain as public open space and a passive-use public park with a trail link to the Pennsy Trail and outdoor classroom (nature study) for local schools.

Area 6- Development Area: This area includes the property at the southeast corner of US 40 and Carroll Road, extending south along the Carroll Road corridor.

- Enhancements to the US 40 and Carroll Road corridors need to create a consistent area design statement.
- Illustrate landscape enhancements on US 40 in the road right-of-way. Federal funding might be available or the Town might be able to install and maintain with local funds and INDOT maintenance agreement.
- Require pedestrian access to the Buck Creek corridor as part of new development. Show possible location of access easement along Buck Creek from US 40 to Carroll Road for this.
- Look at possible location of an entrance sign along US 40 in this area.
- Utilize the “Cumberland Style” architecture illustrated in the National Road Overlay District for this area.
- Offer pedestrian-oriented businesses in this area, with four-sided architecture.
- Show placement of buildings close to street with minimal parking in front.
- Provide unified street lights along US 40 and Carroll Road. Use the same fixture type being used for the US 40 streetscape improvements.
- Industrial uses should not be shown on any land use plan for this area.
- Extend the grid of Saxon Street across Carroll Road into this area.
- Incorporate low-impact site design for this area, such as rain gardens and vegetated swales, to limit negative impacts to water quality of Buck Creek.



Concept Plan Preview, Arts to Market Booth, August 21, 2010

Public Input

Because other projects had recently used focus groups, staff asked the consultants to consider another way of gathering public input. Staff and

the consultant agreed to set up a booth at Cumberland's popular "Arts go to Market" annual festival on Saturday, August 21, 2010. At the booth, the consultants greeted over 200 people. The booth contained 3 display boards: a summary analysis, a description of project areas, including potential development examples, and a conceptual development plan.

Visitors were asked to comment on the project, and the comments were attached to the boards for public view. This approach proved very successful, with town officials being so pleased with the results that they later asked other consultants on other town projects to use the booth method at their weekly Saturday Farmers Markets to gather input. The response from the public toward the Pennsy Trail and Carroll RD Corridor Reuse Plan was overwhelmingly positive, Comments from the public were as follows:

Overall:

- Want more bicycle accommodations
- Promote pedestrian connections from town to site
- Need more development like this on the East side – have to go to Irvington, etc. now
- This would be really good for Cumberland area
- We need development like this!
- This prompts more interest in Historic Area

Area 1: Gateway Entry

- Commercial use might be more feasible at the southwest corner of Carroll and Washington
- Likes the idea of townhouses
- Likes pedestrian link to the north from extended Carroll to existing subdivision
- Extending Saturn may cause problems with existing structures built in right-of-way – it may not have to go all the way through to provide access

Area 2: Connecting Corridor

- Concern about maintenance of drainage and the trash in the existing rip-rap – would naturalizing help?
- Don't want townhouses – that could mean rental property. Will sell home in area if townhouses happen. Want area to remain undeveloped or be a park. Pet dogs like to play along Carroll RD and they could no longer do that because of increased traffic

Area 3: Trailhead Passive Use

- Would like a playground with a train theme at the trailhead park
- Likes the idea of having local public art in the trailhead area
- Concerned that trails aren't safe
- Excited that trail can prompt development/redevelopment of the area
- What does passive mean? Explain that it means picnics and walking
- Cumberland area master gardeners could help maintain the landscaped areas

Area 4: Trailhead Activity Area

- Need more parking for a Farmers Market at the trailhead park area
- Add parallel parking along warehouse to accommodate Farmer's Market
- Likes the outdoor eating area
- Likes the idea of a visitors center and a eating/performance area at the Farmers Market

Area 5: Floodplain Area

- More access from the trail to commercial area would be good – include Buck Creek Bridge on Pennsy Trail
- Property owners might donate floodplain to town

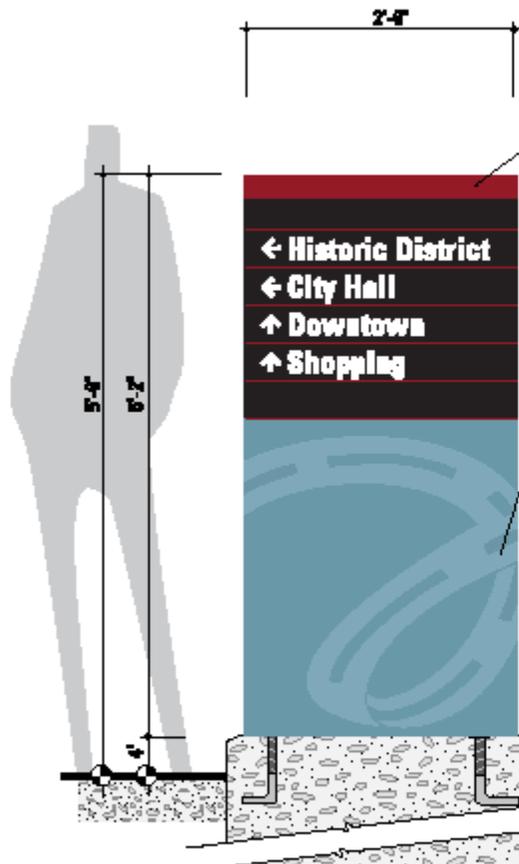
Area 6: Development Area

- Like the idea of townhouses
- Town needs more commercial use; it will help lower everyone's taxes
- Wants the pedestrian and bicycle connections from the Pennsy Trail to retail and restaurant area
- Excited to get townhouses and restaurants in the town
- Incorporate play areas into townhouse area
- Want to see even more open space and parkland in the development
- More restaurants and retail are a good idea for Cumberland
- Likes the idea of keeping commercial development friendly to pedestrians and bikes
- Good that this conceptual plan expands on the town's transportation plan, including trails
- Likes the idea of a water feature
- Likes the smaller buildings in this area much more than typical big box development
- This is a good idea – town needs to tell developers what they want, not make them guess
- Restaurants and retail near the trail are good – capture trail user money
- Concerned about drainage and high water table

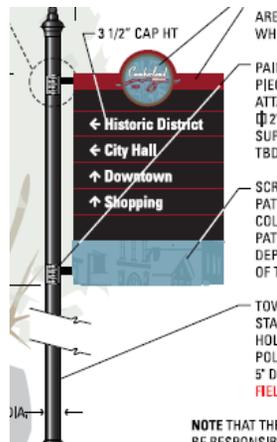
Design Themes

The following design themes can act as guidelines for new development in the project area.

Area 1-Gateway Entry: Redevelopment and Image Enhancement



New Town entry and directional signs provided by the Town of Cumberland

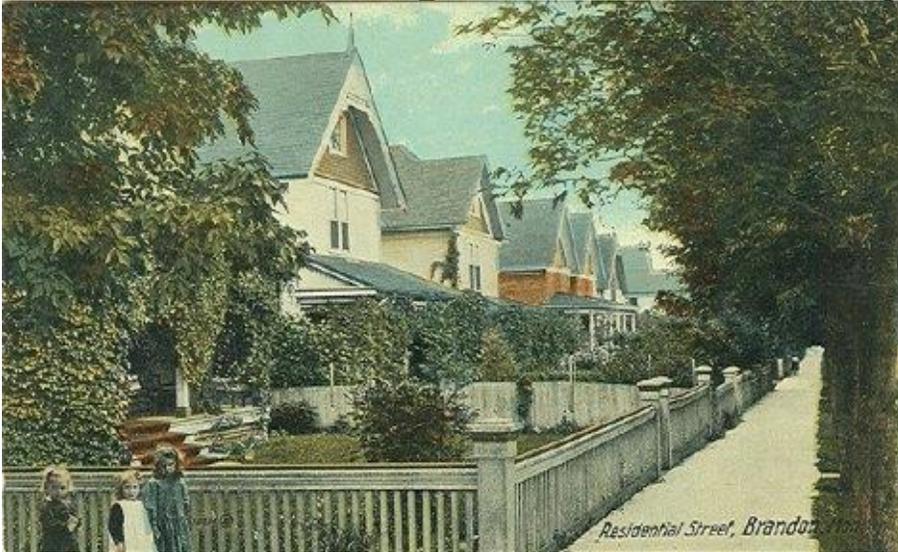


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Design Themes

Area 2-Connecting Corridor: Landscape and Image Enhancements



Residential edge treatment

Showing sidewalks, street trees and defined residential front yards



Commercial edge treatment

Showing landscape treatments and screening

Design Themes

Area 2-Connecting Corridor: Landscape and Image Enhancements



Vegetated drainage along street
Showing low impact, sustainable stormwater solutions



**Possible sidewalk enhancements
along residential area**
Showing public art incorporated into site and
Right-of-way improvements

Design Themes

Area 3-Trailhead: Preserve open space and views



Native plants as screens

Use wildflowers and native plantings to buffer adjacent uses and enhance the site

Design Themes

Area 3-Trailhead: Preserve open space and views



Decorative Noise Walls

Incorporate public art into functional elements such as screening walls and site improvements

Design Themes

Area 3-Trailhead: Preserve open space and views

Low impact site development
Use pervious pavement, infiltration basins
and vegetated swales in parking area



Outdoor venue associated
with the pavilion
Create useable outdoor space adjacent to
pavilion for outdoor events and programs



Design Themes

Area 4-Trailhead: Preserve/restore buildings



Eating area associated with Farmers Market

Create a place for outdoor seating and tables adjacent to the pavilion farmers market

Design Themes

Area 4-Trailhead: Preserve/restore buildings

Farmers market as part of the pavilion
Restore the pavilion as a space suitable for the farmers market



Trailhead with Historic Theme
Incorporate elements as part of the trailhead area that interpret the historic character of the site



Design Themes

Area 4-Trailhead: Preserve/restore buildings

Ernie Pyle Visitors Center
Dana, Indiana
(just north of Terre Haute)

Example of a visitors center using a metal quonset hut structure.



Design Themes

Area 5-Floodplain: Preserve open space



Preserve and enhance views into floodplain of Cumberland Creek and provide pedestrian access.

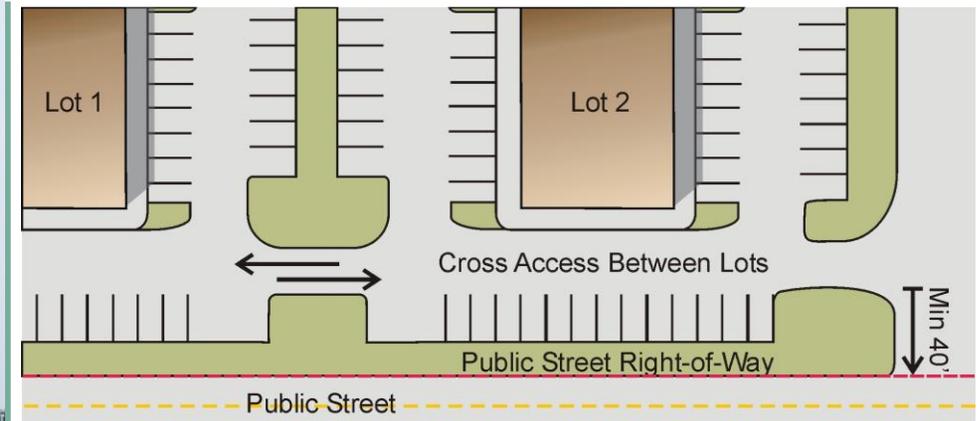
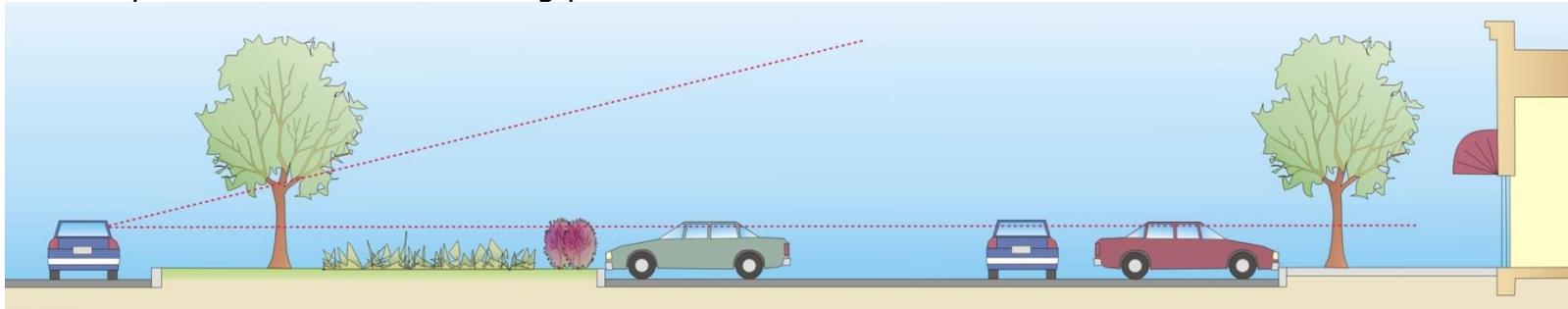


Provide open space preservation within the existing floodplain and create a park atmosphere with new plantings and park amenities.

Design Themes

Area 6-New Development: Manage access, quality development

Landscape treatments and building placement



Provide connecting vehicular and pedestrian access between development parcels

Create Cumberland Style Architecture for all new development

Design Themes

Area 6-New Development: Manage access, quality development

Mixed Use Buildings

Promote buildings that incorporate more than one use, such as commercial and office or residential uses.



Design Themes

Area 6-New Development: Manage access, quality development



Create outdoor pedestrian oriented space integrated into new development that is suitable for events and programming

Landscaping and Outdoor Space



Provide landscape improvements that enhance the pedestrian environment in new development

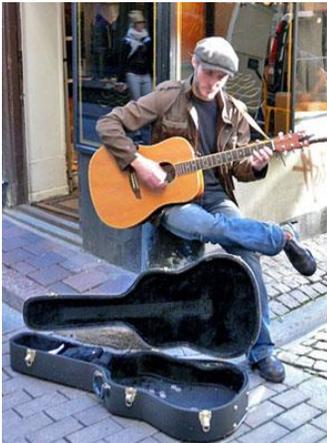
Design Themes

Area 6-New Development: Manage access, quality development



Townhouses

Incorporate residential development as part of new mixed use neighborhoods



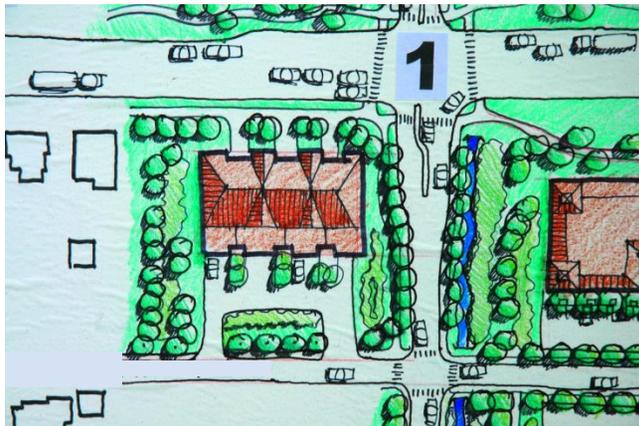
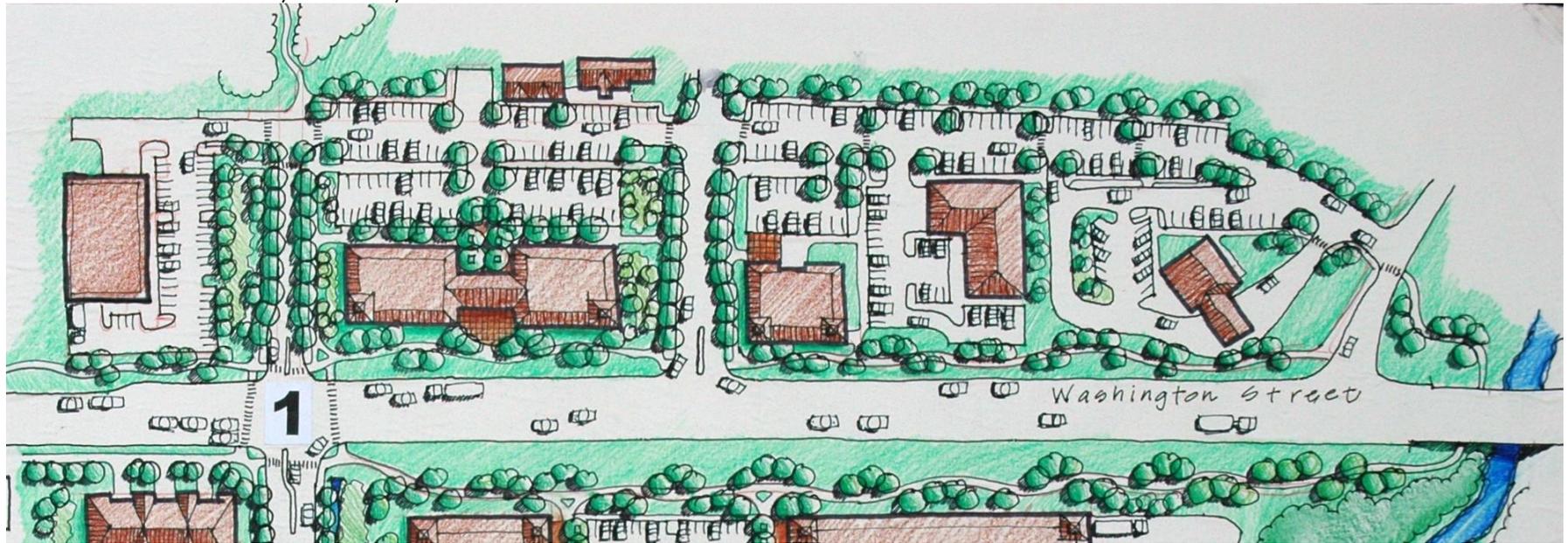
Outdoor Activity

Incorporate moveable seating and flexible outdoor spaces in new development

Conceptual Site Plan



Area 1--Gateway Entry



Area 1 Objectives Fulfilled:

- Creates a sense of entry
- Directional signage to trailhead
- Incorporates quality construction materials
- Requires landscape easements for new development
- Controls vehicular access

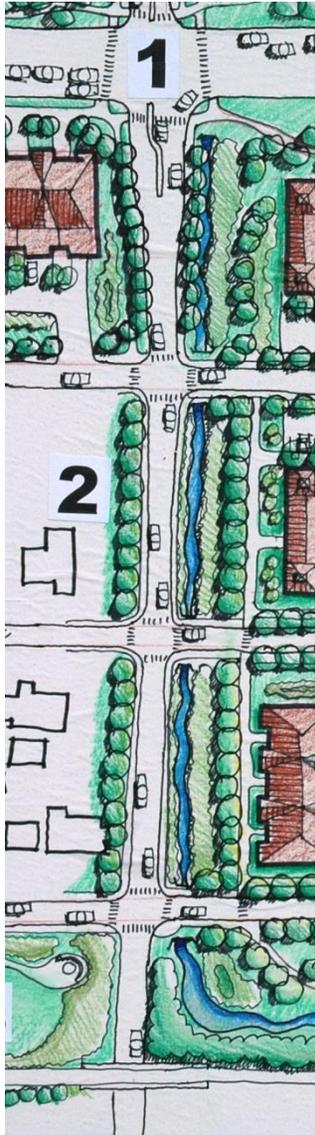
Area 1 includes two distinct areas, the land on the north side of Washington Street and the parcel at the southwest corner of Washington ST and Carroll RD. The character of the commercial use on the north side of Washington Street is intended to be very different from the big-box commercial along the Indianapolis stretch of Washington Street. Carroll Road has been extended north across Washington Street, allowing rear vehicular access to the commercial buildings through an access easement. This enables individual driveways along Washington Street to be removed, and pulls buildings closer to the street, resulting in a more interesting experience for everyone and a safer journey for bicyclists and pedestrians. This concept plan reflects a “new urbanist” character.

Because the character of the area is so different, it helps create a sense of entry into the town. This entry corridor should require mandatory landscape easements that contain street trees, sidewalks and other streetscape elements to define the area. The Town has new directional signage that will be used both as an entry sign to delineate the boundaries of the community and as a way to connect travelers with the activity at the trailhead. The existing billboard should be removed, since it will not be in character with the new area. Architecture should be 4-sided and create a transition between properties in the

historic conservation district and those in the Historic National Road Zoning Overlay District to create a cohesive design that respects the uniqueness of the corridor. The design standards in both should be respected and incorporated as applicable to create an appropriate transition with character similar to that of the historic conservation district, form based design sensitive to the site(s) and a modern flare consistent with the overlay standards. It is important that the buildings are at a neighborhood commercial scale, 2 stories maximum. Individual uses can be guided by the Town’s recently adopted Economic Development Area Plan.

The parcel on the southwest corner of Carroll RD and Washington ST can be either a commercial/office use or a higher density residential use, such as townhouses. It would also be appropriate as a mixed use building, with commercial below and residential above. Architecture and scale would be the same as anticipated on the north side of Washington ST.

Area 2--Connecting Corridor



Area 2 Objectives Fulfilled:

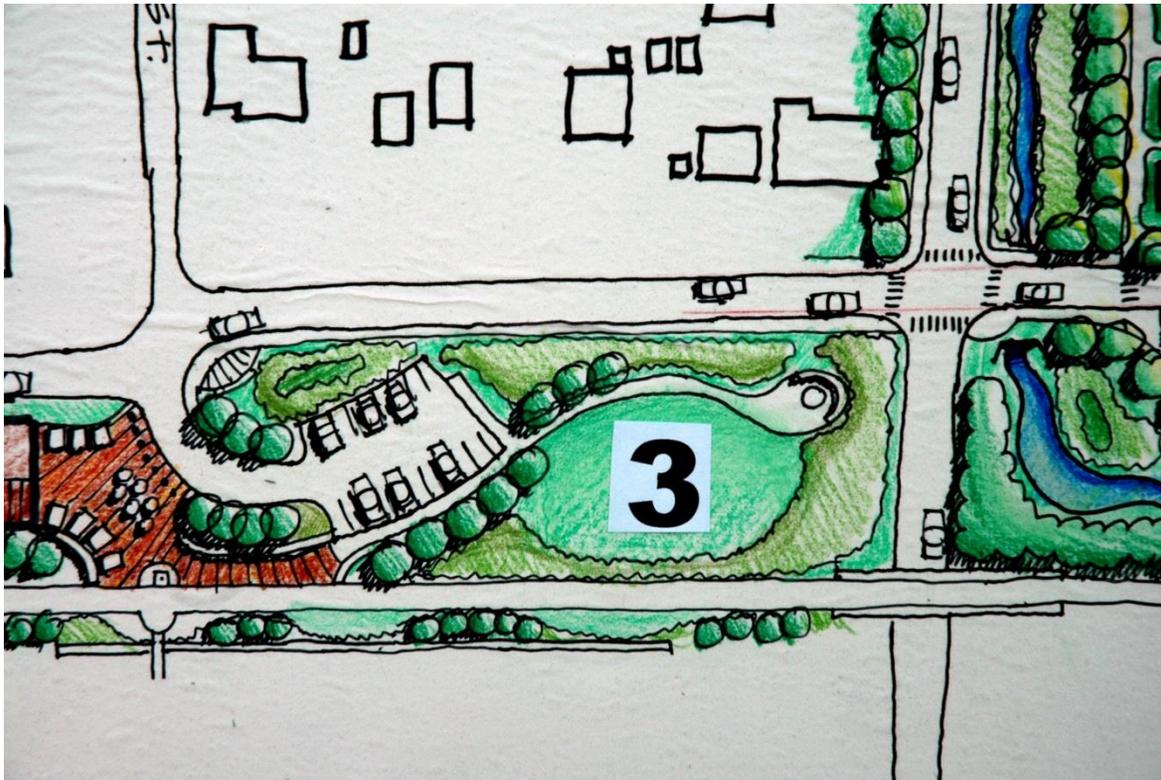
- Incorporates landscape enhancements
- Defines and enhances vehicular entries
- Shows sidewalk and trail connection
- Enhances the residential edge
- Promotes quality redevelopment
- Enhances the edge of the drainage ditch

Area 2 is essentially the east and west sides of Carroll Road, from Washington Street south to where the Pennsy Trail crosses. Most of the corridor has a more rural feel to it. The west side primarily contains single-family residential today. It is anticipated that eventually the west side might redevelop, possibly first as transitional commercial, multi-family or mixed use within existing structures.

New development will occur on the east side of Carroll RD. and will be discussed as part of Area 6. Area 2 is more concerned with Carroll RD itself, that the uses on either side of it. One of the biggest issue in this area is drainage. Neither the Town nor its residents are happy with the rip-rap drainage solution pushed by INDOT for the southeast quadrant of Washington and Carroll. The community is very interested in trying a naturalized drainage area along Carroll's east side, which could become a demonstration project.

Since Carroll connects Washington ST with the trailhead, it is important that sidewalks be provided on both sides of Carroll RD. and that street trees be used to define the separation between the corridor and private property.

Area 3—Trailhead Passive Uses



Area 3 Objectives Fulfilled:

- Preserves and enhances views to Buck Creek floodplain
- Defines trail corridor and screens industry with native plants and wall
- Incorporates flexible outdoor venue associated with pavilion
- Provides low impact site improvements for parking

Area 3 is intended to be a passive use area. It was left as a flexible venue that could accommodate outdoor seating associated with events at the pavilion. On-site parking is provided using low impact stormwater managements techniques. The rest of the area is landscaped with native plants and includes an overlook area at the NE Quadrant of Warehouse and Carroll that overlooks the floodplain. The intent is that naturalized drainage is also used where necessary. The trail corridor includes a landscaped screening wall adjacent to the industrial area on the south. The screening wall could be used as an art installation, with a community mural.

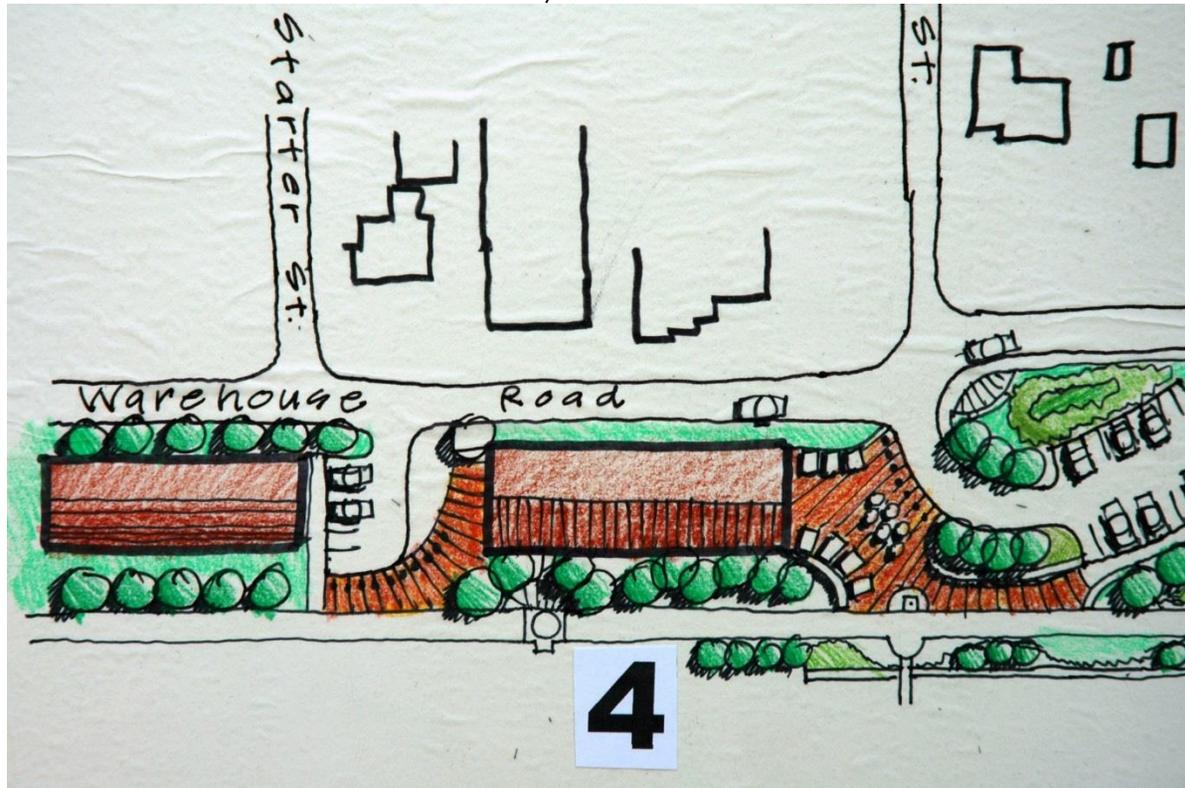
Area 4—Trailhead Activity Area



Pavilion

Showing Farmers Market Plaza

Area 4—Trailhead Activity Area

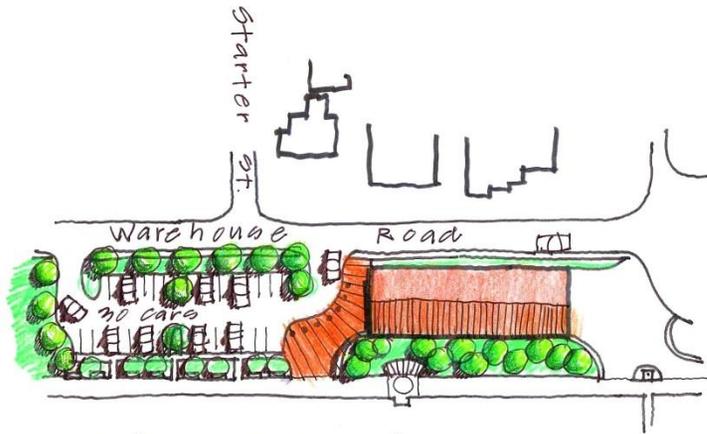


Area 4 Objectives Fulfilled:

- Restores and enhances pavilion
- Possible National Road visitor center in quonset hut building
- Connects both buildings with plaza
- Provides parking for visitor center
- Provides bike parking
- Transportation focused interpretive elements
- Farmers market in pavilion

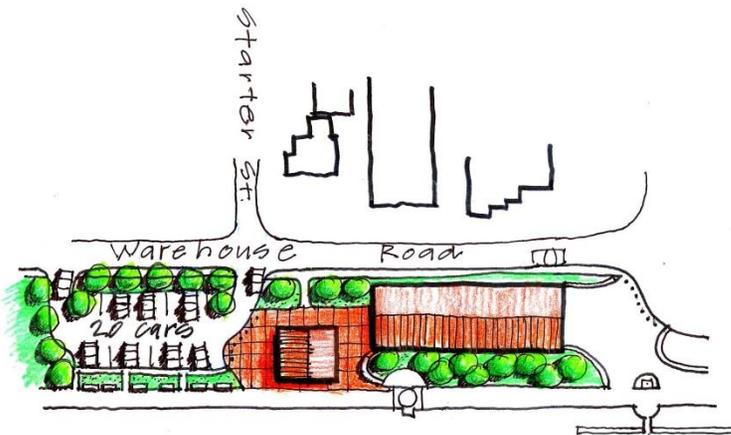
Area 4 contains the two buildings now owned by the town, the roofed pavilion and the quonset hut. The town has completed a structural study of the pavilion and report that it is structurally sound. With some effort, the pavilion can become the permanent home of the Cumberland Farmers Market. Other programming for the pavilion could include family movies, entertainment and eating. A plaza area on both sides of the pavilion can accommodate bike parking, overflow uses, including seating walls and possibly tables. The plaza area on the west side connects the pavilion with the quonset hut. It is less clear if the Quonset hut should be preserved. Although it is a historic building, the suitability as a visitors center still needs to be determined. The site might be more usable if that building is removed and another structure put on the site.

Area 4—Trailhead Activity Area Alternatives



Trailhead Activity Area

Alternative A = Expanded Parking 30 cars



Trailhead Activity Area

Alternative B = New Visitor Center and Parking

Two alternative plans are provided for Area 4 as a means to explore the placement of additional parking and a small structure that may include a visitor center and/or public restrooms. Both alternatives will require the demolition of the Quonset hut building. The two alternatives are explained below.

Alternative A: Expanded Parking

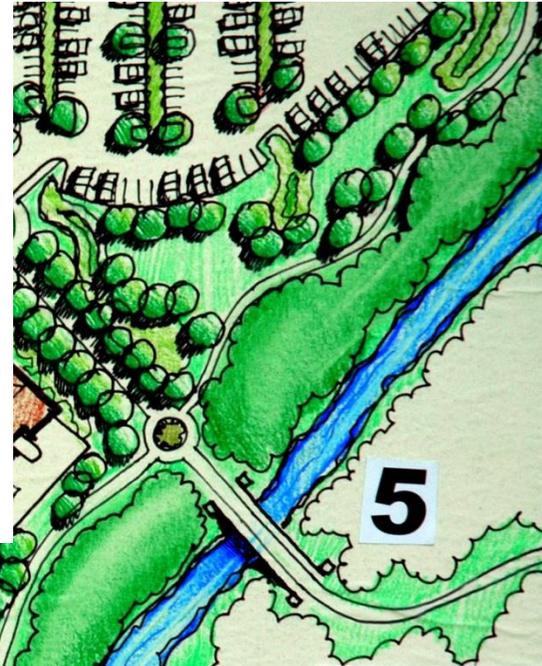
This alternative includes a new parking lot for 30 cars along with a connecting plaza to the pavilion. Paved walks connect the parking area to the Pennsy Trail.

Alternative B: Visitor Center and Parking

This Alternative includes a small 200 square foot multi-use building that is designed in the Cumberland style. A 20 car parking lot is also provided with a paved plaza connecting the building to the parking and the pavilion. Walkways with benches facing the trail are provided.

Area 5--Floodplain

Area 5 is the floodplain area for Buck Creek, which is connected to the ditch (also known as Cumberland Creek) along Carroll RD. There has been a recent letter of map amendment (LOMA) for the flood maps that was not available at the time of this study, so the actual floodplain boundaries still need to be established. The major goal for this area is to preserve the floodplain area in a natural state, so that it can be used for a public greenway park, preserving views. As development occurs in Area 6, the development should include a pedestrian bridge over Buck Creek, which would be an attractive amenity. It is important to ensure that the Pennsy Trail connects with the planned Buck Creek Trail.



- Area 5 Objectives Fulfilled:
- Preserves open space for possible public park
 - Preserves views into floodplain
 - Connects Pennsy Trail to future Buck Creek Trail

Area 6—Development Area



Cross section at Carroll Road

Looking north near Washington Street

Area 6—Development Area



Area 6 Objectives Fulfilled:

- Manages vehicular access
- “Cumberland Style” architecture
- Incorporates Buck Creek Trail
- Preserves and enhances floodplain connection
- Incorporates landscape improvements and easements

Area 6 is the new development area. It is anticipated that this area will contain a mix of commercial and townhouse type residential uses. This commercial development is intended to be neighborhood scale, not “big box”. Drive-through businesses are discouraged. Mixed use buildings, with commercial use on the first floor and residential or office use upstairs are encouraged. Buildings should be 1 – 2 stories in height and all of Area 6 should follow the style and design standards set forth in the Historic National Road Overlay District. Building should contain 4-sided architecture. Outside dining, seating and gathering spaces are encouraged. Because of the mix of uses, this property may need to be developed as a Planned Unit Development.

The existing Historic National Road Overlay District’s “build-to” line is far enough back from the street to accommodate a double row of parking. These buildings are shown closer than allowed by that district because it would result in a better transition between the historic area and the overlay.

Vehicular access to the site is only to be gained from Carroll RD, not from Washington Street. Saxon and Warehouse Streets could be extended across Carroll to provide access into the site and maintain the town’s traditional grid pattern, although it may not be practical to extend Saturn all the way. This development is pictured as a New Urbanist type design that uses traffic calming features such as a traffic circle as a focus of the development to slow traffic. The design needs to be bicycle and pedestrian-friendly, including abundant bike parking, since there will be overlap with the trail users. The floodplain area should be a major focus of the development, including the connections to Buck Creek Trail and also to Pennsy Trail. Natural drainage methods should be utilized, as should native plants. Street trees can define the edges of the site and the edges of the roadways. Landscaping is crucial within parking areas. Sidewalks and paths should be provided throughout the development.

Stormwater management for the site should not be detention style drainage, but should instead include low-impact development such as rain gardens, vegetated swales and infiltration basins.

Implementation

Conceptual Cost Estimate

The following conceptual cost estimate provides a breakdown of probable costs for construction and land redevelopment for the elements illustrated in the concept plan graphic. These estimates are level of magnitude costs and are not based on any detailed engineering plans. The costs are broken down by the six character areas described in detail in the project report. Notes that are

descriptive of the costs for each area are provided.

The redevelopment costs are in 2010 dollars, and include land purchase, demolition of existing structures and construction of new structures and site work. Soft costs are included such as fees for engineering, right-of-way purchase, etc.

Area 1-Gateway Entry	Total	\$7,500,000
1. Redeveloped Site for Townhomes <ul style="list-style-type: none"> • Land purchase • demolish existing building • construct new building and site work 		\$2,300,000
2. Carroll Street Extension <ul style="list-style-type: none"> • Extend Carroll Street north of Washington St. • Provide sidewalks and landscape enhancements • Purchase right-of-way • Purchase existing billboard • Demolition/clearing 		\$700,000
3. Washington Street and Carroll Road Intersection		\$300,000

- Add left turn lanes and pedestrian crossings
4. Retail Site NE Corner Washington and Carroll \$3,000,000
- Land purchase
 - Demolish existing buildings
 - New buildings and site work
5. Retail site NE corner of Granby and Washington \$1,100,000
- Land purchase
 - New Building and site work

Area 2-Connecting Corridor **Total \$1,300,000**

1. Streetscape Improvements \$1,300,000
- New sidewalks and curbs both sides of street
 - Street trees (west side only)
 - New street lighting

Area 3-Trailhead Passive Area

Total \$220,000

- | | | |
|----|--|-----------|
| 1. | Parking Lot | \$130,000 |
| | <ul style="list-style-type: none">• Parking lot• Entry drive• Raingarden and landscape• Curb and sidewalk along Warehouse Drive | |
| 2. | Overlook Plaza | \$15,000 |
| | <ul style="list-style-type: none">• Trail to overlook• Overlook plaza | |
| 3. | Site Work | \$75,000 |
| | <ul style="list-style-type: none">• Site grading and drainage• Landscape improvements | |

Area 4-Trailhead Active Area

Total \$400,000

- | | | |
|----|---|-----------|
| 1. | Pavilion Restoration | \$150,000 |
| | <ul style="list-style-type: none">• Estimated with limited information | |
| 2. | Pavilion Plaza-East Side | \$150,000 |
| | <ul style="list-style-type: none">• Unit pavers• Stone Seatwalls and bollards | |
| 3. | Pavilion Plaza-West Side | \$100,000 |
| | <ul style="list-style-type: none">• Special paving• Bollards• Parking | |

Area 4-Trailhead Active Area Alternative Plans

- | | | |
|----|--|-----------|
| 1. | Alternative A-Parking for 30 cars | \$150,000 |
| | <ul style="list-style-type: none">• Demolition of Quonset hut structure• 30 car parking lot• Landscape and Plaza | |
| 2. | Alternative B-Visitor Center/Restrooms | \$300,000 |
| | <ul style="list-style-type: none">• Demolition of Quonset hut structure• Visitor center/restroom structure• 20 car parking lot• Landscape and plaza | |

Area 5-Floodplain Area

Total \$225,000

- | | | |
|----|---|-----------|
| 1. | Site Improvements | \$225,000 |
| | <ul style="list-style-type: none">• Trail• Shade trees• Bridge over Buck Creek• Connection to Pennsy Trail | |

Area 6-Development Area

This area is intended to be developed as a planned unit development by a private developer. All internal streets and amenities are to be paid for as part of the private development project.

Implementation Strategies

Publicity and Visibility

The community is very excited about the changes they see coming. To keep that support, it is important to continue to communicate and demonstrate the Town's commitment to making this development and redevelopment happen. Posting the plan on the Town's website is important, but even more important is for the community to see results. Early phasing strategies should include moving the Farmers Market to the pavilion and installing new wayfinding signs.

Just as important as ensuring the community's knowledge of the plan is informing other agencies of the plan. State government like INDOT, adjacent local governments and even other departments and commissions in Cumberland must be educated about and buy into the plan for the best chance of implementation. Key town groups and individuals to present this study to include the plan commission, the town council, the parks advisory commission and the public works director.

Timing and Phasing

Local funding will become available over a period of years, so it is necessary to set priorities for implementation. Realistically, the implementation timetable is influenced by many things, from the size of the Town and its resources to the health of the federal economy. Areas 1 through 5 depend at least in part on the Town's actions, while Area 6 is more developer driven. Still, there are things that the town can do proactively to encourage and expedite development in all the sub-areas:

- The redevelopment commission can assemble parcels so that they are ready for development
- The plan commission/town council can initiate rezoning on parcels so that they are ready for development
- The town can make infrastructure improvements, including street, sidewalk and drainage improvements
- The plan commission could develop a mixed use/New Urbanist type zoning district; without this district, such development would be accommodated with a PUD

Which phase should be developed first? While it is a bit of a “chicken and egg” situation, but since the trail construction is to be finished this fall (2010), at least part of the initial push should be in Areas 3 and 4. Plans should be made now so that the Farmers Market can be moved to the Pavilion next spring. Also of major importance initially is installing directional signs pointing people from Washington Street to the trailhead. Improvements to Carroll Road, including drainage and preservation of the Buck Creek Floodplain should also begin soon.

Funding

The key to successfully implementing this plan is to use a combination of public resources and private development monies. The Town can leverage its investments, particularly in infrastructure, in order to attract and direct private investment. For example, people might be willing to donate unbuildable floodplain property to the Town along Buck Creek that can be turned into a permanent greenway. Existing businesses adjacent to the trail might pay for a

secure screening wall to separate their uses. Good communication is very important in gaining financial participation. Since the town’s citizens support this project so strongly, the town should also consider offering “for sale” things like trees, benches, etc. Many cities and towns now use this method to fund park-type improvements and Areas 3 and 4 particularly would be well-suited to this.

In addition to these public-private partnerships, the town should also attempt to form “public-public” partnerships with State and Federal agencies, and to also look for grant opportunities. Federal and State monies are especially available now for projects that demonstrate sustainability, like this one does.

The Town should also consider designating the area as a tax increment financing district (TIF), so that tax monies can be concentrated on improvements in the area. The Redevelopment Commission would lead the planning and establishment of a TIF District.

Action Plan

Phase A – 1 to 2 years	Responsibility
Meet with INDOT and others to share plan	Town Manager, Town Planner
Restore pavilion and move Farmers Market	Redevelopment Commission, Town Council
Install directional signs	Town Planner
Establish TIF District	Redevelopment Commission
Review ED Area Plan for recruitment ideas	Redevelopment Commission
Amend zoning ordinance (mixed use standards)	Town Planner, Plan Commission
Erect screen wall along trail adjacent to industrial	Town Manager, Town Council

Phase B – 3 to 5 years	Responsibility
Begin Carroll RD plans	Redevelopment Commission, Public Works
Acquire or preserve Buck Creek floodplain	Parks Advisory Council, Redevelopment Commission
Finish improvements to Areas 3 and 4 (parking, plaza, etc.)	Redevelopment Commission
Assemble parcels for Gateway area and Carroll RD improvements	Redevelopment Commission, Public Works Dept.
Extend Carroll RD north across Washington ST	Redevelopment Commission, Public Works Dept.
Explore rezoning of project area	Town Planner, Plan Commission, Town Council
Install Streetscape in area 2	Redevelopment Commission, Public Works Dept.

Phase C – 6 to 10 years	Responsibility
Establish Gateway Entry,	Redevelopment Commission, Plan Commission, Private Development
Construct Carroll RD extension	Redevelopment Commission, Public Works Dept.
Assemble parcels for properties not part of Carroll RD or Gateway improvements	Redevelopment Commission