

RUNDELL ERNSTBERGER ASSOCIATES

Memorandum

Date: March 13, 2026

Project Number: 2024-1770
Project Name: Westfield Comprehensive Plan

From: Kevin Todd, Caleb Ernest, Cynthia Bowen
To: Westfield Plan Commission Meeting
Copies: Kevin Todd, Caleb Ernest, File

Subject: Changes to Comprehensive

Remarks:

Introduction

The Westfield Comprehensive Plan is a visionary, conceptual plan that tells a community the type, location, and quality of desired future development. The plan contains a series of goals and objectives that direct how the city will move toward that vision. The plan identifies where city investments should be made to support future development. The plan does not have all the answers, but provides a framework for elected, and appointed officials to inform decision-making for future development and infrastructure. The plan is used by staff to inform discussions regarding development petitions with applicants. The document provides the legal basis for the city to have a Unified Development Ordinance (UDO). The plan does not change the zoning on any property. The land use decision starts with the property owner, and given Westfield's strong private property rights, they can make the choice in how their land is developed. The plan is implemented through the detailed action steps that are outlined in Chapter 7.

Concerns

There were a few concerns that were raised at the public hearing on March 11, 2026. These included the pace of adoption, development and future housing, the village concept, infrastructure and quality of life, lack of greenspace, historic preservation, road extension, and agrihood definition. Each of these concerns are summarized below with comments from staff and consultant team

1. Adoption Pace

- a. **Concern:** The pace of adoption was mentioned by a couple of different attendees.
- b. **Response:** As the Plan Commission noted that evening, the plan has been underway for the last 18 months. The process had over 58 meetings attendees could attend in-person or virtually. Various material drafts have been on both the city website, as well as the project website.

2. Development and Future Housing

- a. **Concern:** Focused on the need for more apartments and duplexes, given the perception of low occupancy rates in these housing types. Additionally, comments were made regarding the higher intensity of placetypes proposed for the northwest and southwest quadrants of the township and it is proposed to be too dense.
- b. **Response:** It's important for any community to have a mix of housing options, especially as traditional single-family housing is becoming increasingly unaffordable. Westfield is trying to attract a broad range of people to live in the community, especially young professionals and families. Having different types of housing products will make Westfield more welcoming and a more balanced community. The lack of housing affordability and housing types have led to state-wide legislation that requires the city to report to the state legislature, the type, amount, and price of different housing types annually. Depending on the outcome of those reports, the



state legislature could require communities to allow certain housing types within the community, thereby taking control away from the city to manage their own growth.

In anticipation of the changing laws, and with a desire to understand occupancy rates in the city, the City Council requested that a study be completed regarding occupancy rates for different apartment complexes, especially the new apartments that have been recently built. For more information about occupancy rates, refer to the presentation of these results to the City Council on September 8th, 2025. Presentation:

<https://www.youtube.com/live/huTufrlXRls?si=nHXlMA3Y7d4uBjtZ&t=3150>

Additionally, it's important to note that in this plan, new development guidelines have been incorporated into the plan to manage the character of new development. The implementation mechanism of these guidelines is the Westfield Unified Development Ordinance (UDO). The next step will be for the city to update the UDO's design and development standards to better reflect the desired character of the comprehensive plan. The UDO currently contains design standards to address architectural quality and the overall development character of Westfield. Any type of development in the city will follow these guidelines to ensure that any future development is consistent with the surrounding character.

Each individual placetype contains various guidelines for development. Those can be found in Chapter 4: Placetypes, starting on page 39.

The Unified Development Ordinance can be found at this link: [UDO - February 2025 Interactive v2.pdf](#). Development standards are in Chapter 6: Development Standards, which starts on page 125 of the pdf.

3. Village Concept

- a. **Concern:** The "Village Concept" was another area that a few residents spoke about. There were comments questioning whether the proposed character will fit with the existing community, and that the village concept feels too similar to a "15-minute-city."
- b. **Response:** The villages of Jolietville, Lamong, Eagletown, and Hortonville were established as key redevelopment nodes in prior iterations of the 2007 comprehensive plan. Therefore, the village concepts were carried forward into the 2045 comprehensive plan. These villages were initially established in the 1800's because they were on a key transportation route, whether it be the railroad, or direct horse path.

The intent of developing the "Village Concept" was to return these areas back to functional community nodes that focused on re-establishing the transportation grid, creating walkable "mini neighborhood nodes" that provided services and needs to adjacent neighborhoods. The Village Center Placetype creates that mini neighborhood commercial node that would support small scale mixed-use development, public spaces, and indoor and outdoor activity. The future character of these neighborhoods is to have a seamless transition between the Village Center Placetype and the Village Neighborhood Placetype. The Village Neighborhood Placetype allows for a mix of housing types to be developed in neighborhoods around this node.

The planning staff and consultant team have reviewed the land use/placetypes matrix and adjusted the primary and secondary uses. That updated matrix can be found here at this link: [04 Placetypes land use matrix.pdf](#)



Additionally, the staff and consultant team are removing the bottom two images on page 87 of the plan. The following images will be added as additional character images to ensure that the guidance given by the plan is consistent with this concept.



4. Infrastructure and Quality of Life

- a. **Concerns:** Poor road conditions, flooding down stream due to development, and the loss of farmland were identified as conditions that needed to be addressed.
- b. **Response:** The plan addresses all these concerns. The Agrihood, Estate Rural and Equestrian, and Parks and Open Space placetypes were identified as key areas to protect existing farmsteads and the rural character associated with them. The Agrihood Placetype can be found in Chapter 4: Placetypes, on page 54. The Estate Rural and Equestrian placetype can be found in Chapter 4: Placetypes, on page 60. The Parks and Open Space placetype can be found in Chapter 4: Placetypes, on page 144.

The road conditions have been documented, and a new thoroughfare plan has been created to ensure improvements are made to the road network that promote safe and efficient transportation, support the proposed placetypes map, and support various modes of transportation. The new thoroughfare plan can be found in Chapter 5: Thoroughfare Plan, which starts on page 150. The new thoroughfare plan map can be found in Chapter 5, on page 170. Each map will be given a figure number so that it's easier to find in a List of Figures to be added to the comprehensive plan.

Finally, in each of the placetypes, stormwater management has been addressed. These can be found in each individual placetype containing various guidelines for development. Those can be found in Chapter 4: Placetypes, starting on page 39. Additionally, Utilities were a major theme of the plan. In Chapter 3: Themes and Goals, on pages 36 and 37, several goals and objectives were identified. In Chapter 6: Connecting It Together, starting on page 238, action steps for stormwater utilities have been identified. In objective 3, bullet point 4, text will be added after older neighborhoods to include "rural areas". In Chapter 7: Implementation, on page 267 there are a variety of action steps related to stormwater. The matrix shows the objective, related tasks, priority, difficulty level to implement, lead agency, key partners, and

related themes. The key partners will be updated with the County Surveyor's Office. Additionally U3.4 will be updated with the same language as in Chapter 6: Connecting It All Together, Goal 4, bullet point 4.

5. Lack of Greenspace

- a. **Concerns:** One resident highlighted the lack of planning for green spaces and affordable sports facilities in the plan.
- b. **Response:** Recreation and green space is addressed in detail in the Westfield Parks Plan, which can be found at this link: [Westfield 5Y Master Plan 2025-02-27.sm.pdf](#)

The Comprehensive Plan has a theme called Quality of Place in Chapter 3: Themes & Goals, starting on page 32. This section focuses on the goals of the plan and then links to specific action steps in Chapter 6: Connecting It All Together, starting on page 228. The Implementation matrix for Quality of Place starts on page 262 which spells out the objective, related tasks, priority, difficulty level to implement, lead agency, key partners, and related themes.

Additionally, each placetype has a section called Bicycle and Pedestrians under Mobility, and Amenities and Open Spaces under the Site Design Section. Each individual placetype contains various guidelines for development. Those can be found in Chapter 4: Placetypes, starting on page 39.

6. Historic Preservation

- a. **Concern:** One of the placetypes was requested to be adjusted by two attendees interested in protecting their restored 1901 home and other historic properties on North Union Street.
- b. **Response:** Upon review of the placetypes map, this area is included within the Downtown placetype. This specific area is addressed in the recently completed Downtown Plan which can be found [here](#).

7. Road Extension

- a. **Concern:** An attendee expressed concern over a proposed road extension on in the thoroughfare plan around 151st street and Westfield Boulevard. It is in the Bainbridge neighborhood (as referred to as the Old Briar Lane neighborhood).
- b. **Response:** Upon review of the thoroughfare plan, this improvement identified under the 2007 plan was not carried forward on the new thoroughfare plan, which can be found in Chapter 5: Thoroughfare Plan, page 170 for the 2045 Thoroughfare Plan Map.

8. Agrihood Definition:

- a. **Concern:** A conflict was noted between the land use definitions within the "Agrihood" placetype and the primary and secondary uses on the land use matrix on page 59, and page 62. The bottom right photo was highlighted as one that didn't fit the existing character within Washington Township.
- b. **Response:** After review of the primary and secondary uses in the Land Use Matrix in Chapter 4: Placetypes, page 59 & 60, as well as page 62, the staff and consultant team agree and have adjusted the land use matrix. The updated matrix can be found here: [04 Placetypes land use matrix.pdf](#).

Additionally, the staff and consultant team will change the bottom right photo with one that is more representative of the future character.



9. Other Changes:

- a. After review of the plan, the following additional changes will be made:
 - i. Update the Acknowledgements Page (attached)
 - ii. Update the image on Page 36, with the new water tower
 - iii. Update the comprehensive plan process graphic with the new dates
 - iv. Re-pdf file to high quality so that images and text are more crisp.
 - v. Update % devoted to placetypes and the associated acreage
 - vi. Change date on the cover to adoption date
 - vii. Add in Plan Commission and City Council adoption resolutions
 - viii. Create a list of figures in TOC
 - ix. Create a source list of all images and graphics in the appendix
 - x. Update the Placetypes Map Legend description on page 46
 - xi. Land Use Matrix Changes
 - (a) Added Professional Services to the Commercial Land Use Category
 - (b) Added Artisan Manufacturing to Commercial Land Use Category
 - (c) Updated the land use matrix (attached)
 - (d) Update the individual placetypes matrices to be consistent with the overall Land Use Matrix
 - xii. Map Changes
 - (a) On the trails map: Update trail map to include the Prairie Creek (Finley Creek) Trail (trail-oriented development corridor) in the NW quadrant. Also add a connector trail between it and the Midland Trace Trail. Also connect the proposed trail along 206th Street between Lamong and Hortonville.
 - (b) Update the Bicycle and Pedestrian Gap Map to indicate that the map contains conceptual linkages and the future route may not be exactly as noted on this map when an alignment study is completed.
 - (c) Change the name of maps to note which maps are existing conditions maps and which maps are the 2045 future maps in Chapter 5: Thoroughfare Plan.
 - (d) Change the red square located just east of the Downtown Placetype from Traditional Commercial to Downtown Placetype.
 - (e) Northeast area of East Steet and 191st Street - changed from General Industrial and Flex Industrial/Innovation Placetype to Flex Industrial Placetype.
 - (f) The parcels southwest of the Horton Road and 216th Street intersection and around the Monon Trail, the TrOD (Trail Oriented Development) placetype was rounded/smooth out.
 - (g) The TrOD placetype north of Jolietville's Village Center placetype was changed from TrOD to TrOD/Village Neighborhood Placetype.
 - (h) Tree stand was added to the southwest area of Hortonville Village Center Placetype.
 - (i) The Open Space / TrOD Placetype on the south side of East State Road 32, east of Carey Road changes to TrOD



Acknowledgments

It is with gratitude that we acknowledge the many individuals, institutions, and organizations from the City of Westfield who helped develop this plan.

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Plan prepared by:



Placetype / Land Use Matrix

*The examples provided in the table below are not an exhaustive list of uses for the broad category of land use.

Legend

P=Primary Uses

S=Secondary Uses

LAND USE CATEGORIES	Agriculture	Public Open Spaces	Private Open Spaces	Single Family Detached	Single Family Attached	Multiplex	Apartment	Mixed-Use
EXAMPLES OF LAND USES*	Agritourism Crop Production Small Farm Commercial Stable	City Park or Plaza Nature Preserve Golf Course Cemetery Athletic field/court	Nature Preserves Park Golf Course Cemetery Athletic field/court	All single unit detached dwelling units Accessory Dwelling Unit	Townhomes Duplex Accessory Dwelling Unit	Multi-unit with 12 or fewer attached dwelling units	Multi-unit with 13 or more attached dwelling units	Any combination of residential, retail, office, lodging, or civic spaces

PLACETYPES								
Agrihood / Agriculture / Agribusiness	P	P	P	P	S			S
Estate Rural & Equestrian	P	P	P	P				
Traditional Residential		P	P	P	S	S		
Master Planned Residential		P	P	P	P	S	S	
Village Neighborhood		S	S	P	S	S		
Village Center		P	P	P	P	P		P
Master Plan Mixed Use		P	P	S	P	P	S	P
Trail Oriented Development (TrOD)		P	P		P	P	P	P
Downtown				See Page 100				
Innovation District		S	S				S	P
Destination Development		P	P					P
Traditional Commercial								S
General Industrial	S	S	S					
Flex Industrial		S	S					
Grand Park District				See Page 132				
Grand Park Sports Campus		P				P		P
Community Institutional		P	P					
Parks, Conservation, and Open Space	S	P	P					

Placetype / Land Use Matrix Cont.

Legend

P=Primary Uses

S=Secondary Uses

LAND USE CATEGORIES	Entertainment	Lodging	Commercial	Office	Civil / Public Institution	Utility	Light Industry	Heavy Industry
EXAMPLES OF LAND USES*	Restaurants, Bars, Distillers, Winery Live music venue Arcades Museums Food hall Retail Experiential Uses Plazas & Programmable Open Space Event venues Stadium	Hotels Motels Extended Stays	Retail Personal Services Professional Services Restaurants Artisan Manufacturing	Financial Institutions Medical Services Healthcare Tech Research & Development Other Office	Schools Religious Institutions Hospitals Government Buildings	Telecom Tower Power Station Pump Station Water Tower Battery Energy Storage System	Hi-Tech \ Manufacturing Maintenance Shops Office & Showroom Machinery Labs Bio-Tech Aerospace Medical devices Local Warehousing and Distribution	Fuel Storage Outdoor Storage Construction Materials Concrete Plant Data Centers Regional Distribution Centers
PLACETYPES								
Agrihood / Agriculture / Agribusiness			S		S	S		
Estate Rural & Equestrian					S	S		
Traditional Residential					S	S		
Master Planned Residential			S	S	S	S		
Village Neighborhood			S		S	S		
Village Center	S	S	S	S	S	S		
Master Plan Mixed Use	S	S	P	P	S	S		
Trail Oriented Development (TrOD)	P	S	P	P	S	S		
Downtown				See Page 100				
Innovation District	S	S	P	P	S	S	P	
Destination Development	P	P	P	S	S	S		
Traditional Commercial	S	S	P	P	S	S		
General Industrial				P		P	P	P
Flex Industrial			S	P	S	S	P	
Grand Park District				See Page 132				
Grand Park Sports Campus	P	P	P	S	S			
Community Institutional					P	S		
Parks, Conservation, and Open Space						S		