A SECOND AMENDMENT TO THE ADOPTED LAND USE PLAN FOR DAYTON AND VICINITY

THE COMPREHENSIVE PLAN FOR TIPPECANOE COUNTY, INDIANA
VOLUME 2: THE LAND USE PLAN
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THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY
20 NORTH THIRD STREET
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BACKGROUND

THE FIRST STUDY

In 1987, the Dayton Town Council requested that the Area Plan Commission authorize its staff to help work on a land use plan for the Town and its immediate unincorporated vicinity. The Council's request came in the wake of SIA's decision to locate just west of I-65, and recognized the likely impact of that decision on the Town's future.

At the time, staff generated a series of alternative land use scenarios, based on:

1. the adopted Goals and Objectives of the Town Council and its Economic Development Screening Committee;
2. the *Land Use Element* of the adopted *Comprehensive Plan for Tippecanoe County*;
3. a windshield survey of land uses and building conditions within the study area; and
4. the land use potentials data base that underpins APC's land use planning processes.

Staff presented three possible land use scenarios at an open meeting of the Town Council in September 1987. About 65 people attended, including residents, landowners, County Commissioners, and Economic Development Steering Committee members. By consensus, the attendees put together a preferred alternative, combining elements of all three scenarios.

That preferred alternative, in the form of a land use plan with implementation strategy, was introduced to the Area Plan Commission as an amendment to the *Land Use Element* of the *Comprehensive Plan*. APC adopted it in October 1987, and the Town Council and County Commissioners followed suit the next month.

THE SECOND STUDY

In the intervening years, Dayton has seen some new housing built. But because sewer and water lines are now first being extended to the undeveloped western half of Town, much of the anticipated growth has remained simply anticipated.

That growth is now clearly on the horizon. To best prepare, the Town Council asked APC to authorize its staff to help update the 1987 plan.

Staff met with the Town Council and its Economic Development group on June 26, 1995. Councilmen made it clear that they wished to operate within the goals and strategies established in 1987, and that they were seeking an adjustment to, rather than an overhaul of, the land use plan.

The Council wanted to realign the proposed north-south divided collector needed to open the western area for development. Councilmen preferred a more westerly alignment that would run between two properties rather than through one of them, but they were concerned that the new road might become a high-speed bypass for those driving through Dayton. They wanted to move the Town's projected park site away from its proposed location along SR38, and to adjust some projected residential densities slightly downward. And they wanted to expand the study area to the northeast and south.

Staff reported back to the Council on October 16, with three alternative alignments for the divided collector road, and three alternative land use scenarios. Councilmen sifted through the choices and generated a preferred alternative.

As in 1987, the Dayton Study Area extends beyond the Town's boundaries into unincorporated Tippecanoe County. To be fully effective, this amendment to the *Land Use Element* of the *Comprehensive Plan* requires adoption by both Town Council and County Commissioners. To that end, the Council invited the Commissioners to review the proposed land use plan at the Council's monthly public meeting on December 4. The Commissioners attended, participated in a review of the proposal, and agreed to participate in the amendment process.

On December 15, Town Councilman and APC Member Robert Bowman asked Staff to hold off on placing the proposed amendment on the January 1996 APC Agenda. The Council felt a strong need to continue its negotiation with local land owners to ensure an appropriate corridor for the proposed divided collector, and proper placement of the new water line coming in from the northwest on Haggerty Lane.

In January, Town Councilmen notified Staff they would like to examine another potential alignment for the divided collector, this one to run slightly *east* of the original position, rather than slightly *west*. Staff presented a fourth alternative at the February 5th Town Council meeting. The Council agreed to proceed, pending some last minute negotiations with effected land owners.

At a February meeting at APC's offices following those negotiations, Town Councilmen Bowman and Max Brown confirmed the new collector alignment, made a final adjustment or two on the relative position of land use sectors, and indicated that the new water main would be brought south into town along the Dayton Road right-of-way, rather than along the proposed divided collector.

Staff sent a copy of these changes to the County Commissioners to inform them that the process had resumed. And thus Land Use Scenario 4A is presented here as an amendment to *The Comprehensive Plan for Tippecanoe County*.

THE PLAN FOR DAYTON AND VICINITY

THE STUDY AREA

The Second Amendment encompasses a broader area than its predecessor. The Town Council asked that:

- the southern boundary be extended from CR375S down to Wyandotte Road;
- the portion of the SIA plant that falls within Dayton's corporate limits west of I-65 be included; and
- the northeast corner be extended beyond the south fork of Wildcat Creek to the intersection of Haggerty Lane and CR800E.

Thus, except for the SIA area to the west, and the extension across the creek to the northeast, the Study area is bounded north and south by Haggerty Lane and Wyandotte Road, east and west by the south fork of Wildcat Creek and I-65. The incorporated Town of Dayton occupies about one-fifth of the territory, and is situated near the northwest corner of the Study Area. The graphic version of this proposed land use scheme, with numbered sectors, follows the text.

THE COLLECTOR ROAD

From the north, as now proposed, Yost Drive, the divided collector, will run due south for 1260' as an extension of CR650E. From the south, it will run due north a full half-mile to the north corporation line. Connecting these two segments will be a length of road that will run about 33 degrees west of north. Yost Drive will sit within a 100'-wide right-of-way for its full length. Sanitary sewer will run within the right-of-way up from SR38. The new 24" water main from Lafayette will be run in the Haggerty Lane right-of-way past the divided collector to Dayton Road, where it will turn south.

The Area Plan Commission reserves the right to designate roads as collectors. APC derives this authority through the *Thoroughfare Plan* element of *The Comprehensive Plan for Tippecanoe County*. However, neither the *Thoroughfare Plan* nor the *Unified Subdivision Ordinance* designate standards that would mandate a divided collector. Staff will ask APC to designate this extension of Yost Drive an urban non-residential collector, and will seek to amend the *Subdivision Ordinance* to include a divided collector roadway classification, useful in separating disparate land uses such as those proposed in Dayton.

Yost Drive will be intersected at six points only:

1. There will be a 4-way intersection about 450' north of SR38, where an east / west road has already been constructed. This will provide access to the proposed highway-related business sectors (numbered "5" on the map) east and west of Yost.
2. About 900' north of SR38, there will be a westward extension of Deerfield Farm's Favorite Drive, which will cross Yost Drive then turn to the northwest to serve both the proposed highway-related business, and office / research park sectors (numbered "6"); and then
3. The Favorite Drive loop will turn east, recross Yost Drive about 400' south of and parallel to Haggerty Lane, and end in a T-intersection with Dayton Road.
4. About 1700' north of SR38, the westward extension of Clifty Falls Lane will "T" into Yost Drive, and continue as a driveway on the west side of Yost Drive into the proposed retail sector (numbered "4"). Along the way Clifty

Falls Drive will separate the south end of the proposed park site ("8") from a portion of the retail sector now planned for the east side of Yost Drive.

5. Halfway between SR 38 and Haggerty Lane, just at the north corporate limits of the Town, there will be a short east / west connector from the Favorite Drive Loop to Yost Drive. That road will continue as a driveway into the new park site on the east side of Yost Drive.
6. Finally, about 800' further north, along the angled part of Yost Drive, there will be a driveway access to the west into the proposed multi-family residential sector ("3").

This Second Amendment to the *Plan* permits no other access points along Yost Drive; just the six noted here.

ADJUSTMENTS TO LAND USE SECTORS

Much of the land use pattern established in the First Amendment carries over into this Second Amendment. As such, many of the implementation strategies put forth in the First Amendment will still apply. In town, urbanized Dayton ("9") will remain as is, buffered against the inevitably higher intensity land uses sure to be developed between town and I-65.

The First Amendment called for keeping land to the east and south of urbanized Dayton in an essentially rural pattern. The clear wisdom behind this decision was the proposed extension of sewer and water utilities from the west and north. This Second Amendment does the same, calling for an extension of this open space / agricultural / limited residential pattern ("7") to the northeast sector beyond the Wildcat, and all the way south to Wyandotte Road. Limited residential density implies the kinds of residential lots typically created through the parcelization process, that is, at least two acres in size, and limited in number.

East of Dayton Road and south of Haggerty Lane, the Council proposes low density residential development ("1") rather than the current designation of urban density residential development ("2)". Low density corresponds to about 3.5 units per acre, equivalent to the 10,000 sq.ft. sewered residential lots typical of R1 zoning. Urban density implies 3.5 to 6.0 units per acre, typical of higher density single-family patterns, duplexes and perhaps some condominium development.

Most of the changes that characterize the Second Amendment involve a reordering of proposed land use sectors west of Dayton Road and east of I-65, the largely undeveloped area bisected by the full length of proposed Yost Drive.

The Town Council proposes that the currently designated community park site be moved from its proposed position along the north side of SR38, to a safer, more interior location further north, along the east side of the proposed divided collector road, about halfway between Haggerty and SR38. Recently approved R1A-zoned Deerfield Farms subdivision, an urban density residential development, will occupy most of the land that would have been used for the park site. More urban density housing will eventually fill in down to SR38. The Council proposes low density residential land use for the remaining territory east of Yost Drive and north of Deerfield Park and the proposed new park site.

Highway-related businesses will be confined to that part of Town nearest the I-65 interchange, extending on both sides of Yost Drive, but mostly to the west.

Retail activity, at a scale meant to serve the area's anticipated residential expansion, will occupy both sides of Yost Drive north of the highway-related businesses. On the east side of Yost Drive, this retail sector will be contained between the extensions of Clifty Falls Lane to the north and Favorite Drive to the south. On the west side, retail activity will extend up to the new road that corresponds to the Town's current northern corporate limit.

The Town Council has designated the land north of the retail sector and adjacent to the west side of Yost Drive for multi-family residential development. The extensive northwest quadrant of this developing area is intended for use as an office / research park, served by the Favorite Drive loop road. Land uses locating here will be easily identified by I-65 motorists, a characteristic many office / research park occupants seek.

The small portion of Dayton that crosses to the west side of I-65, occupied by SIA, will of course retain its industrial status ("10").

IMPLEMENTATION STRATEGIES

Many of the strategies listed in the First Amendment still hold here. To make sure this Second Amendment works as a guide to orderly change, both member governments having jurisdiction over these lands will need to adhere to the following set of planning policies and implementation strategies.

INTERGOVERNMENTAL COOPERATION

Because of the amendment's interjurisdictional scope, Dayton's Town Council and the County Commissioners will need to agree, formally or informally, to consult each other and cooperate in all phases of plan implementation, including these which are adapted from the 1987 SIA expansion Area land use amendment:

> *Requests to rezone land within the study area will be carefully measured against this amendment, with regard to both its development sectors and the goals underlying them.*
>
> *Requests to rezone land for development purposes must be accompanied by written assurance of sanitary sewer availability. Requests in the absence of, or prior to the extension of sanitary sewer are premature.*
>
> *As sanitary sewer becomes available throughout the area, APC in concert with its member governments will consider areawide rezoning proposals reflecting the goals and sectors of this Second Amendment.*
>
> *FC zoning – AW under the overall zoning ordinance amendment expected to be completed this year – will be retained to continue protection of Wildcat Creek and its surrounding valley. Residential development that will not interfere with the community's continuing enjoyment of this resource may be possible here through the use of parcelization, Planned Development zoning, or other techniques that may arise from ongoing discussions of rural development techniques.*

THE NEW COLLECTOR ROAD

Yost Drive, the divided roadway connecting Haggerty Lane at CR650E with SR38, is essential to opening this expansive area to development. Its boulevard configuration will serve to buffer dissimilar land uses on either side.

Staff will ask APC and its member governments to amend the *Unified Subdivision Ordinance* to create a divided collector classification to be used where disparate land uses must be separated. The divided collector would require just two 16' lane widths, separated by a 12'-14' boulevard strip, within a 100' right-of-way. Landscaping and maintenance of the boulevard strip would become the responsibility of the government jurisdictions or their designated agencies.

The Town Council, through this Second Amendment, has designated just 6 access points to Yost Drive, as previously indicated in the text above.

WEST OF YOST DRIVE

The new zoning ordinance to come later this year will contain an OR (Office / Research) classification. This classification is designed to promote non-retail, employment-oriented business activity at visible locations near highway interchanges. Map changes will need to follow, but only in the wake of new infrastructure components: sewer, water and designation of a divided collector.

Neighborhood shopping and multi-family development sectors can best be encouraged by reclassifying land to LB (called NB in the new zoning ordinance) and R3 zones. *We strongly suggest that both member jurisdictions avoid GB zoning entirely:* the broad range of land uses permitted under GB would not produce the results the Town Council is seeking.

In the new zoning ordinance, truck stops will be prohibited from locating less than 1000' from any residential zone or use, effectively eliminating the threat of this high impact land use from the Dayton area.

A TOWN PARK

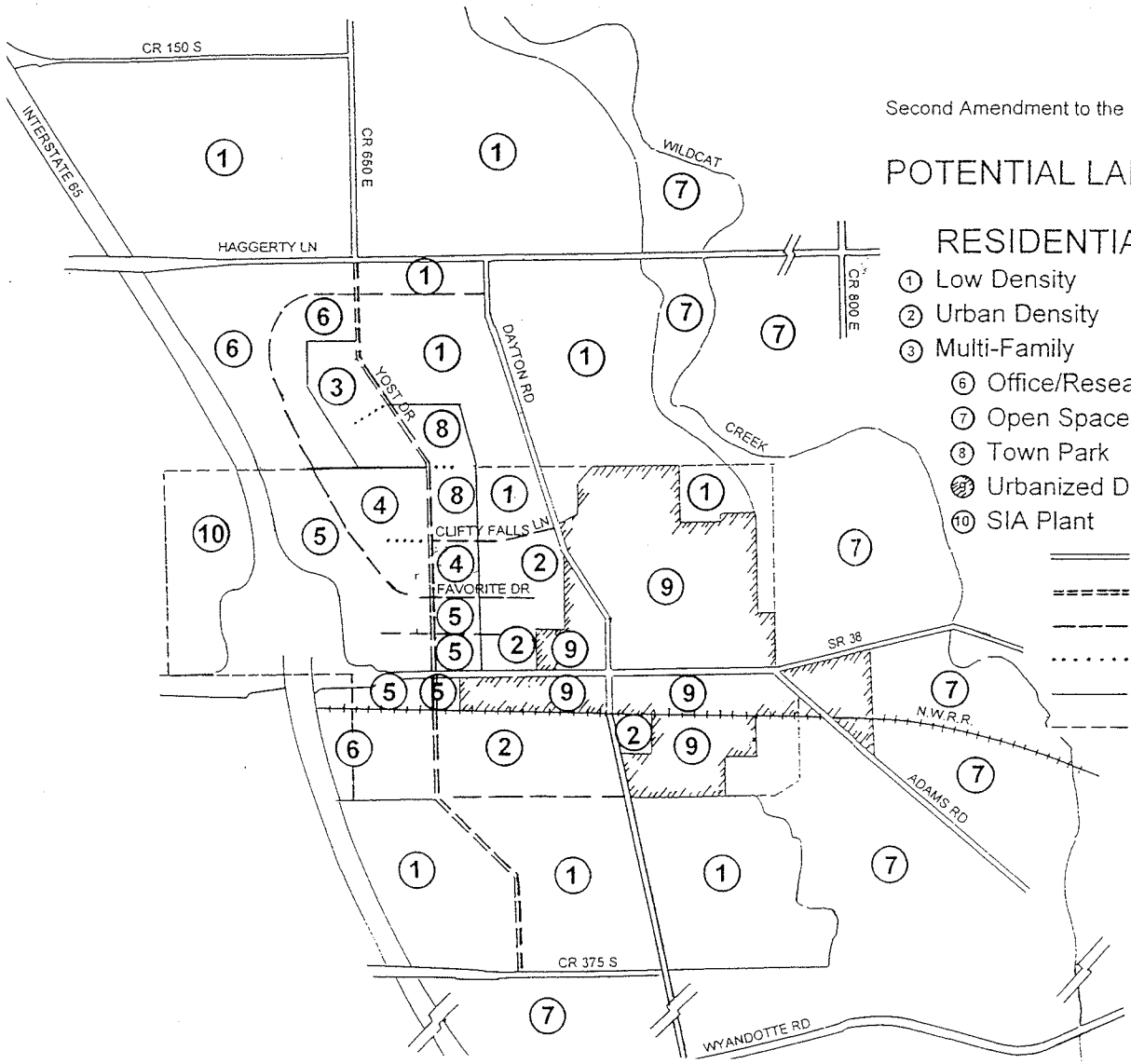
The notion of a centrally-located park to serve recreational needs and as a unifying element in a growing town is a powerful yet costly one. In the Second Amendment the proposed park straddles the corporation line, roughly half inside Dayton and half in the unincorporated County. Town Council members and County Commissioners will need to define or create the appropriate entity to acquire, improve, manage and maintain such a facility. This agency could also be made responsible for landscaping and maintaining the boulevard strips along Yost Drive, the divided collector road. Staff can advise both member jurisdictions on how to proceed, and is prepared to provide the planning services required by the state before grant money can be sought.

CONCLUSIONS

The people of Dayton and vicinity are already feeling the impact of SIA's arrival west of the interstate. With new infrastructure on the way, that impact is bound to increase rapidly and soon. Community leaders continue planning efforts to minimize those impacts, and to make change work for -- rather than against -- the people of Dayton. The adoption and implementation of this document by the Area Plan Commission, the Dayton Town Council and the Tippecanoe County Commissioners continues the process of coping with change that began in 1987. Local officials will need to hold the line and stand firm against potential pressures to change Dayton more than proposed here. Citizens will learn that new non-residential development can be kept from dominating the Town's ambiance, and indeed can contribute along with those citizens to the cost of new amenities to enhance their quality of life.

NOTE

In May, APC Staff distributed this report – labelled "First Draft" – to the three County Commissioners and five Dayton Town Council Members, for comment or proposed revision. None has been forthcoming, and as such, this first draft becomes the final draft.



Second Amendment to the ADOPTED LAND USE PLAN April 1996

POTENTIAL LAND USE SECTORS (All phase 1)

RESIDENTIAL:

1. Low Density
2. Urban Density
3. Multi-Family

COMMERCIAL:

4. Retail Shopping
5. Highway Related

6. Office/Research Park, Light Industry
7. Open Space, Agriculture, Limited Residential
8. Town Park
9. Urbanized Dayton
10. SIA Plant

- Existing Roads
- Proposed Divided Collector
- Proposed Local Road
- Proposed Entry Drive
- Sector Boundary (other than road)
- Dayton Corporate Limits

DAYTON AND VICINITY
STUDY AREA
SCALE 1"=1300'