DAYTON AND VICINITY

AN AMENDMENT TO THE ADOPTED LAND USE PLAN

THE COMPREHENSIVE PLAN FOR TIPPECANOE COUNTY

VOLUME 2: THE LAND USE PLAN

ADOPTED SEPTEMBER 16, 1981

PREPARED BY THE STAFF OF

THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY

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INTRODUCTION

In April 1987, the Tippecanoe County Area Plan Commission adopted an amendment to the Land Use Element of its current Comprehensive Plan. The amendment was needed so that new and appropriate land use policy could be set for the broad area surrounding the new SIA auto assembly plant to be built at SR 38 just west of I-65.

The new facility promised significant changes for the area: as many as 3200 new jobs and a need for new roads, new homes and new retail and service operations to serve the needs of a growing population. The simultaneous likelihood of an expanded sanitary sewer system, significantly raising the development potential of many square miles of heretofore agricultural lands, raised major land use issues that needed to be addressed quickly, and indeed were. The resultant plan amendment, rooted in a community-wide desire to encourage growth while minimizing impacts and maintaining quality of life, was quickly adopted by all three member jurisdictions whose lands were involved: Tippecanoe County, the City of Lafayette, the Town of Dayton.

Because of its location immediately east of the SIA plant, the Town of Dayton clearly runs the risk of being most impacted by new development. While leaders encourage growth and seek to minimize impacts and maintain quality of life, it is the thousand or so citizens of Dayton who will best measure how well these goals are being met, who in short, will be asked to cope with change. In order to minimize potential impacts by planning for change, the Dayton Town Board applied for and received a Community Improvement Program grant from the Indiana Department of Commerce. The grant will pay for a study of current and potential water, sewage and drainage systems, traffic problems, air quality issues and economic impacts for the Town of Dayton within the context of SIA's arrival next door.

The Town Board awarded the contract for the study to Triad Associates, Inc., of Indianapolis. The grant requires that ten percent of the total funding derive from local sources. This past August, at the Town Board's request, the Plan Commission authorized its Staff to participate in the study and thus provide that local share through technical assistance to its member government. Staff agreed to provide Triad Associates with a land use plan and population projections for the Town of Dayton, cornerstones to the consultants' efforts.

This work product, then, serves two purposes. It is an essential part of the planning and engineering study the Town Board has commissioned to help guide Dayton's future, and standing alone, it is a needed refinement of the Comprehensive Plan for Tippecanoe County, and as such will be treated as an amendment to that document.

LAND USE METHODOLOGY

Staff's task was to generate a series of alternative land use futures for the Town of Dayton and vicinity, for which the Town Board could assemble a single preferred plan. Simultaneously, Staff would need to project population increases for the area, predicated on SIA's scheduled arrival, and compare these with the development capacity of the preferred plan.

By mutual agreement, study area boundaries were set at Interstate 65 on the west, the south fork of Wildcat Creek on the east, CR 150S (extended) on the north, and CR 375S (extended) on the south. The roughly 3.25 square miles includes all of Dayton east of I-65 plus in excess of two square miles of unincorporated Tippecanoe County north, east and south of Dayton's current corporate limits. The Town Board has talked about annexing land north to Haggerty Lane (CR 200 S) in the future, and the agreed upon study are allows Board members to consider the nature of neighboring land uses for about one-half mile beyond Dayton's potentially expanding boundaries. The Comprehensive Plan amendment, then, is multijurisdictional, and will require approval of the County Commissioners as well as the Town Board, and beyond that, cooperation between them to implement effectively.

The Staff incorporated four sources of data into its planning methodology: the formal Goals and Objectives of the Town Board and its Economic Development Steering Committee, the adopted Phased Land Use Plan for Tippecanoe County as amended this past April, an up-to-date survey of land use and building conditions within the study area, and the land use potentials data base generated by the decision-making model that underlies APC's land use planning efforts. These source materials were intended to provide the foundation upon which a series of land use alternatives could be built.

On August 26, Staff, employing Nominal Group Technique, elicited the issues and concerns of the elected and appointed officials of Dayton and surrounding Sheffield Township. The issues raised, their prioritized ranking, and the series of Goals and Objectives arising from those issues, are all contained in a separate report adopted by the Town Board on October 5. Town officials clearly indicated a desire to grow, but in an orderly manner and within parameters established by the Town Board: non-residential expansion should not include heavy-duty commercial or industrial uses and should be kept near the highway interchange, and Dayton's "small-town atmosphere" should be retained.

These goals closely match the already adopted but generalized land use plan for the area: a band of commercial (but not industrial) development paralleling I-65 from Haggerty Lane to the Norfolk and Western right-of-way south of SR 38; a broad expanse of residential development of unspecified density through

developed Dayton and stretching north and south; and an open space designation for land along and within the wooded and sloped valley of Wildcat Creek east of Town.

Staff's "windshield survey" of land use and building conditions in Dayton and vicinity, performed this past December and January as part of a county-wide survey, was updated and reevaluated. Staff again found the urbanized portion of Dayton to be stable with regard to use and condition, with no discernible weak spots or vacant areas that might promote redevelopment or large scale new development within the urban core.

As had been recently demonstrated when generating the land use plan for the broader SIA development area, the presumed presence of sanitary sewer significantly enhances development potential at the expense of agricultural potential. The land use potentials data base as generated by the revised decision-making model, indicates a strong residential potential for undeveloped land both east and west of Dayton Road, especially north of urbanized Dayton to CR 150S. Industrial and commercial potential is at its peak near the highway interchange, and open space potential is highest along the wooded slopes of the Wildcat Valley. Although diminished by assumed sanitary sewer availability, agricultural potential is still deemed high throughout. (The reader is referred to Volume I of the Comprehensive Plan, "The Land Use Potentials Study Technical Manual", for additional detail on this methodology for generating a land use potentials data base.)

Using these source materials as a foundation, Staff, joined by a representative of Triad Associates, generated three maps showing alternative scenarios for future development within the study area. Within each scenario, Staff designated low and urban density and multi-family residential sectors, retail shopping and highway-related commercial sectors, land for office/research park or light (enclosed) industrial activity, park land and open space, and a system of proposed roads to interconnect as well as segregate activities. Two scenarios showed heavy duty commercial/industrial sectors as well. Each map contained variations of the pattern, but all were largely justifiable within the context of the source materials brought to the planning session. None of the three scenarios was meant to present a perfect solution. Rather the creation of multiple alternatives was designed to provide a range of solutions from which the best portions could be chosen and combined.

The three scenarios were then presented to the Town Board at an open meeting on September 22. Some 65 persons attended, including representatives of the Economic Development Steering Committee, Triad Associates and the County Commissioners, and residents and landowners. Although the opinions of all those attending were not unanimous on all issues, the Town Board and Staff felt a strong consensus on all major issues that needed to be resolved. The

following land use plan – described in words in the next section and graphically on the foldout at the end of this report – was created from that consensus, and as such, represents a composite of the best ideas displayed within the three alternative scenarios.

THE LAND USE PLAN

The preferred plan for Dayton and vicinity confines non-residential and multi-family development to sectors adjacent to I-65, and is highly protective of the Town's existing urbanized core. The plan anticipates no major development or redevelopment within that core; minor in filling of like uses can be expected on the few vacant parcels.

Central to the land use concepts of the plan is a new north/south roadway intended to serve a dual function. The new road, roughly paralleling and bisecting the considerable expanse between Dayton Road and I-65, would extend CR 650E from Haggerty Lane to SR 38 (where the State will provide its new access road), and would then cross SR 38, the Norfolk and Western railroad tracks (at grade), and continue on to CR 375S. In addition to providing a needed collector in a developing area, the roadway would also function as a significant boundary between dissimilar land uses: single family residential to the east and a number of more intense uses to the west. In order to perform this latter function, the road would need to be designed and built as a divided facility, with probably a single lane in each direction separated by a landscaped center island. This configuration would be needed for that portion of the road running between Haggerty Lane and SR 38. The plan postulates two additional collectors, each running east/west between the new north/south facility and Dayton Road, one north of SR 38 and one south of the N&W right-of-way. A network of local roads would then provide access to newly developing portions of the community.

East of the collector, the preferred plan shows the existing urbanized core surrounded to the north, west and south by sectors reserved for urban density residential development, the use that already characterizes that core. Urban density development, at an anticipated 3.5 to 6.0 dwelling units per acre, implies mostly traditional single family housing, with the possibility for some compatible light condominium development at the Town Board's discretion.

A 25-acre park site is proposed for a central location on the north side of SR 38, immediately adjacent to urbanized Dayton. Recreational needs of a growing population will need to be met. The location shown is both functional and symbolic: access would be good, and the site would serve as a central meeting place, where "old" and "new" Dayton would come together and function as one. However, vehicular access and parking would need to be confined to the east

and west sides of the park to minimize potential hazards along the SR 38 frontage.

Little change is projected for lands east of urbanized Dayton, designated for continued open space, agricultural and limited residential use. Extension of utilities would come late to this area, if at all. Much of the acreage lies within the flood plain of the Wildcat Creek and is thus undevelopable. The wooded and sloped valley walls need continued protection. Minor residential development, at an overall density of perhaps one dwelling unit per five acres, might occur on non-flood plain portions of this sector.

The plan anticipates low density residential development both north of Haggerty Lane, and, perhaps later or, south of Dayton's corporation line beyond the railroad. Two to 3.5 homes per acres would be typical.

West of the proposed divided collector, land use intensity picks up considerably. Highway-related commercial activity – typically service stations, motels, fast-food restaurants – would occupy visible land adjacent to the interchange and at all four corners of the intersection of SR 38 and the proposed collector road. Unwanted heavy-duty highway-related activity, such as a truck stop, can be kept away by adjusting the Unified Zoning Ordinance. This kind of use would be inappropriate at this particular location because of the proximity of residential uses and development sectors.

North of the traveller-oriented sector and west of the proposed collector road, the plan calls for retail shopping, at a scale sufficient to serve the daily needs of an expanding residential population and those working at the nearby SIA plant. Multi-family housing, at an expected density of 12 to 15 dwelling units per acre, would be accommodated north of the shopping area, closer to Haggerty Lane.

The plan allocates two sectors of land for office and/or research park and light industrial development, both with good Interstate visibility: one south of the N&W, the other stretching behind the various commercial and multi-family development sectors. Light industrial uses are conducted indoors, have enclosed loading facilities, and involve little heavy truck traffic. A new zoning district, specifying the appropriate mix of uses, would need to be added to the Unified Zoning Ordinance to encourage office/research park development.

The reader should be aware that these various sectors represent broad areas within which a certain amount of development can be encouraged and expected to take place. The likelihood that these sectors will be fully developed – even in the distant future – is rather remote. The sectors need to be seen as guides to orderly change.

In order to best plan for the future, especially with regard to infrastructure needs, the following table inventories the proposed sectors that make up the preferred plan, and for residential sectors indicates full development capacity. Again, that capacity will likely never be achieved. (Population projections – well within the range of capacity – follow in the next section.)

INVENTORY OF PLAN SECTORS

	Acres	Dwelling Units
North of Haggerty Lane:		
-Low density residential	360	1000
-Open space, agriculture and limited residential (nearly all in flood plain)	70	--
South of Dayton:		
-Low density residential	250	700
East of Dayton:		
-Open space, agriculture and limited residential (350 ac. in flood plain)	600	50
East of New Collector:		
-Urban density residential		
north of SR 38	280	1150
south of SR 38	65	250
-Town park	25	--
-Open space, agriculture and limited residential (nearly all in flood plain)	30	--
-Urbanized Dayton (including all existing uses)	170	400
West of the New Collector:		
-Multi-family residential	35	450
-Retail shopping	25	--
-Highway-related commercial (includes 15 ac. east of collector)	60	--
-Ofc./research park, light industry		
north of SR 38	80	--
south of SR 38	35	--

Totals:	2085 Ac.	4000 DU

Note: Residential development capacities are based on the following approximate densities:

- multi-family: 13.5 d. u. /ac.
- urban density: 4.0 d. u. /ac.
- low density: 2.75 d. u. /ac.
- limited residential (non-flood plain lands only): 1.0 d. u. /5 ac.

POPULATION PROJECTION

In the last section, the full residential development capacity of the 3.25-square-mile Dayton and vicinity study area was set at 4000 dwelling units. The question that must be answered now is this: How much of that capacity is likely to be needed to cope with a growing population spawned by SIA's arrival just across I-65?

We project that an additional 1400 new households will locate within the study area by the end of 1997, increasing the local population from under 1200 residents now to as much as 4800 ten years from now. We also claim this to be a high projection, based on the complete success of the SIA plant. We would much rather overestimate the plant's impact on Dayton than underestimate it.

This 10-year projection is based on the following broad sets of assumptions:

1. New households, county-wide:
   At its most successful, SIA will employ 3200 workers by 1992. According to the County's transportation planning consultants Bernardin-Lochmueller and Associates, that multiplies to 5500 new jobs throughout the community over a ten-year period, including spin-offs and newly needed retail and service positions. These days in Tippecanoe County, the ratio of jobs to households works out to about 1.25 per, that is, more than one full-time worker per dwelling unit. Further assuming that no workers will commute from outside the County by 1997, over the years, 5500 new jobs will be held by 4400 new households, county-wide.

2. New households, distributed over time:
   Because many new workers will commute at first from outside the County before moving to the area (relating to low unemployment levels here), the increase of 4400 households county-wide, distributes as follows:

	1988-89	1990-94	1995-97	10-YEAR
	YRS. 1-2	YRS. 3-7	YRS. 8-10	TOTAL
PCT.	10	75	15	100
NO.	440	3300	660	4400

3. New households, distributed by area:
Because of the current availability of developable, approved sites elsewhere in the County, the distribution of these 4400 new dwelling units inside and outside the broad 24-square-mile SIA development area (of which Dayton and vicinity takes up 3.25 square miles), is as follows:

	1988-89		1990-1994		1995-1997		10-YEAR	
	YRS. 1-2		YRS. 3-7		YRS. 8-10		TOTAL	
	PCT	DU	PCT	DU	PCT	DU	PCT	DU
INSIDE	25	110	50	1650	50	330	47.5	2090
OUTSIDE	75	330	50	1650	50	330	52.5	2310

4. New households, Dayton and vicinity:
Because of location, facilities and amenities, about 2/3 of the new housing expected to be built inside the broad SIA development area will be built inside the Dayton and vicinity study area, distributed over time as follows:

	1988-89	1990-94	1995-97	10-YEAR
	YRS. 1-2	YRS. 3-7	YRS. 8-10	TOTAL
DWELLING UNITS	80	1100	220	1400

This works out to about 40 dwelling units each of the first two years, 220 units per year over the following five years, and 70 to 75 each of the last three years, or about 740 homes in the next five years and 660 in the following five years.

5. Current population, Dayton and vicinity:
In 1980, the US Census counted 781 persons in incorporated Dayton. Since then, 72 dwelling units have been built at Prestwick Manor. Additionally, Staff's land use survey found another 71 dwelling units outside the corporate limits but within the study area. Multiplying the Prestwick Manor and outlying dwelling units by 2.59 – the average persons per household in Tippecanoe County, 1980 US Census – and adding that to Dayton's 1980 population, yields a current Dayton and vicinity study area population of about 1150.

6. Household size, future:

Based on recent demographic history, the average number of persons per household in Tippecanoe County, and thus within this study area, will remain stable at about 2.6.

The reader is reminded that population projections are rather fragile creatures; the slightest change in conditions upsets them badly. Consider how these numbers would vary should SIA peak out at 1700 employees, or if jobs per household rises toward 1.5, or if new housing distributes itself other than as projected here. Given these caveats, and within the broad sets of assumptions numbered 1 through 6 above, the ten-year population projection for the Dayton and vicinity study are looks like this:

1987 - 1150 persons
1988 - 1260
1989 - 1360
1990 - 1930
1991 - 2500
1992 - 3080
1993 - 3650
1994 - 4220
1995 - 4420
1996 - 4610
1997 - 4800

IMPLEMENTATION

To ensure the proper functioning of this preferred land use plan 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.

1. Intergovernmental cooperation:
   Because this plan is multijurisdictional in scope, the Town Board of Dayton and the Tippecanoe County Commissioners will need to agree – formally, if they wish – to consult each other and cooperate in all phases of plan implementation. Both governments will need to adhere to the ongoing policies each adopted earlier this year as part of the land use plan amendment for the expanded SIA development area, particularly the following:

   Requests to rezone land within the study area will be carefully measured against this land use plan amendment, with regard to both its development sectors and the goals that underlie them.

Requests to rezone land within the study area for purposes of development 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 extensive portions of the study area, the Area Plan Commission in concert with its member governments will initiate areawide rezoning proposals that reflect the goals and sectors of this land use plan amendment.

FC zoning will be retained to continue to protect Wildcat Creek and the valley surrounding it. Residential development that will not interfere with the community's continuing enjoyment of this resource may be possible here through the use of the Planned Development zoning.

2. The new collector road:
Key to separation of dissimilar uses in the plan is the designation and construction of a divided roadway – with landscaped islands to separate the north- and southbound traffic lanes – connecting Haggerty Lane to SR 38 as an extension of CR 650E. The roadway is essential to opening this expansive area for development; the boulevard configuration is equally important in providing a sufficient buffer to encourage residential development immediately east of the road.

Staff will ask the Area Plan Commission to designate this proposed road an urban nonresidential collector. The Unified Subdivision Ordinance of Tippecanoe County requires a developer deriving frontage along such a road to dedicate 70 feet of right-of-way along the property's frontage, and to build the roadway to collector standards; there is no cost to local government.

In order to achieve the aforementioned boulevard configuration, Staff would ask the Plan Commission and its member governments to amend the Unified Subdivision Ordinance to include a new roadway classification, the divided collector, appropriate in situations where the road is needed and disparate land uses must be separated. Instead of requiring a 40-foot pavement width in a 70-foot right-of-way – the normal collector standards – the divided collector would require just two 16-foot lane widths, separated by a 12-or-14-foot boulevard strip, again within a 70-foot right-of-way. The developer would thus be required to provide less pavement, and the Town and County would gain necessary separation from the proposed commercial and multi-family uses west of the roadway. Landscaping and maintenance of the boulevard strip would become the responsibility of the government jurisdictions or their designated agencies.

To ensure property location of the divided collector, the Town Board needs to have Triad Associates set grades and centerline as part of its storm sewer plan for the Town. If this were done, the Plan Commission could adopt the utility plan as part of the Comprehensive Plan, thus requiring developers to follow the established plan-and-profile. Staff would also ask the APC to designate as collectors the southern portion of the proposed north/south road and both east/west connections to Dayton Road, but these need not be divided.

To prevent indiscriminate vehicular access along the new roads, the Town Board should draft and adopt an ordinance controlling placement of curb cuts and specifying driveway design. Such control is already exercised along SR 38 through the Unified Subdivision Ordinance.

Additionally, a second crossing of the Norfolk and Western railroad right-of-way must be accomplished to open up lands for development south of the tracks. As part of the new collector system, this at-grade crossing must align with this proposed north/south roadway.

3. West of the new collector roadway:
Zoning maps and the text of the Unified Zoning Ordinance will need to be altered to promote the kinds of development preferred by the Town Board and shown on the land use plan. Text amendments should come first, so that changes to Dayton's zoning map can reflect new and altered zoning classifications. Map changes should also follow the actual alignment of the proposed collector.

To limit land use intensity west of the collector, the Town Board needs to avoid GB zoning entirely. A combination of LB and R3 districts, and a slightly modified AB and a new OR (Office/Research Park) district should suffice. At the Town Board's request, Staff will prepare an amendment to the Unified Zoning Ordinance, for adoption by member governments, that would limit the potential for truck stops to locate in AB districts where proximity to residential use and residential development sectors is an issue. The ordinance amendment would also seek to create a new zoning classification – the OR, Office/Research Park district – designed to promote non-retail, employment-oriented business activity at visible locations near highway interchanges. Proposed retail shopping and multi-family development sectors can best be encouraged by initiating reclassification of land to LB and R3 categories. In keeping with adopted policies previously alluded to in this section, rezoning of land for these purposes must not precede sanitary sewer availability. As noted, the Town Board and County Commissioners will need to work closely on these issues as long as the Town's corporate line separates sewered from non-sewered land.

4. 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 one, and a costly one. In order to acquire, improve, manage and maintain such a facility, the Town Board will need to explore the feasibility of creating its own park board or similar agency that would have authority to tap into existing funding sources. This agency could also be made responsible for landscaping and maintaining the boulevard strips in the previously discussed divided collector road. Staff will provide the Town Board with information on how to proceed; and should a park board be formed, Staff is prepared to provide the planning services required by the State before grant money can be sought.

In summary, the people of Dayton and vicinity will be impacted by SIA's arrival west of the Interstate. But community leaders are planning now in order to minimize those impacts and to make change work for and not against the people of Dayton. The adoption and implementation of this document by the Area Plan Commission, the Dayton Town Board and the Tippecanoe County Commissioners, and its utilization by Triad Associates, begins the process of coping with change. Local officials will need to hold the lien 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.