

EXPANDED FUJI-ISUZU DEVELOPMENT AREA

**AN AMENDMENT TO THE ADOPTED LAND USE
PLAN**

THE COMPREHENSIVE PLAN FOR TIPPECANOE COUNTY

VOLUME 2: THE LAND USE PLAN

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PREPARED BY THE STAFF OF

THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY

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**THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY
20 NORTH THIRD STREET
LAFAYETTE, IN 47901-1209
765-423-9242**

**SUE W. SCHOLER, PRESIDENT
JAMES D. HAWLEY, EXECUTIVE DIRECTOR**

INTRODUCTION

The December announcement that the Fuji-Isuzu partnership would build and operate a major automotive assembly plant in our County has touched off a series of events that, from a planning perspective, must be quickly addressed.

We have learned that as a by-product of the plant's development, sanitary sewer service will eventually extend to a broad expanse of land between Lafayette on the west and Wildcat Creek on the east. The Comprehensive Plan for Tippecanoe County, adopted by all five member governments in 1981, called for an industrial future for lands in the vicinity of the plant site. However, a sewer system expansion of this magnitude could not have been foreseen at that time.

Additionally, the reality of an auto plant with up to 3200 employees is quite different from the purely theoretical notion that the land has potential for industrial use. Roadway networks need to be established, ancillary industrial development needs to be accommodated, daily needs of thousands of people concentrated in one previously undeveloped place need to be met, a potentially growing population needs to be housed, and those of us already here need to be informed and reassured as to the effects on our lives. The sewer system expansion will allow a good deal of development to happen within a few short miles of the plant, but an update of the Comprehensive Plan for the effected area is needed to prevent a haphazard and piecemeal approach that in the long run will benefit no one.

The Area Plan Commission, on December 17, 1986, authorized its staff to update the Comprehensive Plan for this changing area so that new and appropriate policy could be established. The update process began with a communitywide assessment of issues and concerns raised by the significant events of these past few months, as 62 community leaders participated in two meetings held on January 15, 1987. The results of those sessions are contained in the February APC report entitled "Statement of Goals for the Expanded Fuji-Isuzu Development Area." On February 18, the Plan Commission accepted that report and in recognition of the issues and concerns expressed by community leaders, established the following three planning goals:

1. Participate in the communitywide effort to encourage growth, in the form of development, throughout the broad area to be served by the anticipated expansion of the sanitary sewer system.
2. Through planning and zoning, reassure the citizens of this community that the impacts of the new development will be kept to a minimum and that the quality of life that was instrumental in attracting this new development will not be spoiled by it.

3. Play an active part in the coordination of government and private efforts involved in attracting and regulating new development, and in the dissemination of information about new development essential to maintaining an informed public.

This amendment to the Land Use Element of the Adopted Comprehensive Plan has been generated in the context of these planning goals which, in turn, are a reflection of the issues and concerns expressed by community leaders at the January meetings.

METHODOLOGY

The Land Use Potentials Decision-Making Matrix – the mathematical model staff created to generate the data base for the adopted land use plan – was used to perform the same function in this planning study. The matrix can be found on page 4 of Volume 2 of the Comprehensive Plan, and is described in detail in Volume 1, “The Land Use Potentials Study Technical Manual.” Again the purpose of the model was to create a data base.

For this study, one change was made in the interactive rules of the model, and two factor maps were updated: “sanitary sewer” and “current and expected land use.” All land within the approximate 24 square miles of the study area is now designated as sewered, and information from staff’s recently completed land use survey has been incorporated. Based on recent experience, the interactive rules pertaining to “soil limitations” and “industrial” potential were modified: Heretofore, moderate limitations scored 0 and severe limitations -1; the revised matrix now scores +1 for moderate limitations and 0 for severe regarding industrial potential.

The decision-making model was once more applied to the factor maps, as had been done in 1980-81, but this time only for that portion of the County within the designated study area: roughly 24 square miles bound on the north and east by Wildcat Creek, on the south by CR 450 S, and on the west by urbanized Lafayette (see the foldout map). New scores were gathered, totalled, adjusted for comparability and relativity, and displayed on relative potential land use maps as per the Volume 1 methodology. Four such maps were generated, one each displaying residential, agricultural, industrial and commercial potential throughout the study area. (No new land use potentials maps was generated for open space because this land use category was unaffected by previously cited changes in factor maps and interactive rules.)

In a broad sense, the results of this analysis were predictable. The presence of sewer enhances development potential while reducing agricultural potential.

That is a basic premise of the model. Specifically, our newly revised data base showed the following:

- Residential potential is highest east of I-65 (especially north of CR 50 S and south of CR 150 S to well beyond Dayton), and sporadic west of I-65, corresponding mostly to existing residential enclaves.
- Agricultural potential is high throughout, but the presence of sewer removes this land from the Select Agriculture designation.
- Industrial potential, on the strength of current and expected land use, sewer availability and changed rules on soil limitations, is significantly enhanced, most notably in a wide band across the middle of the study area.
- Commercial potential, enhanced by the availability of sewer, remains strongest at the I-65 interchanges (with SR's 26 and 38), and is sporadic to the west (reflecting current land use), and along US52.
- Open space potential, as determined in the original land use study, is highest along the wooded slopes of the Wildcat Valley.

Using this data base, and operating within the context of the Statement of Goals, staff generated three maps, showing alternative scenarios for future development within the study area. Staff designated broad sectors of residential, agricultural, industrial, commercial and open space use for each scenario. Each map contained variations of the pattern, but all were justifiable within the context of the data base and the Statement of Goals. None of the three scenarios was meant to be a preferred version. Rather the creation of multiple alternatives was designed to provide a range of solutions from which the best could be chosen and combined.

The three scenarios were then presented to two groups for discussion and input, the APC's Citizen Participation Committee on March 24 and the reassembled community leaders on April 2. Although the feelings of the 40 or so people who attended these meetings were not unanimous, staff felt there was a strong consensus of opinion with regard to nearly all of the issues that needed to be resolved. The following land use plan amendment 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 AMENDMENT

The amendment represents a logical extension of the existing land use plan for the area, altered by the assumed presence of sanitary sewer throughout. Much of the land heretofore designated for agricultural use is redesignated for

development: residential east of I-65, industrial north of Haggerty and commercial south of SR 26 (see the foldout map).

By limiting residential expansion to land east of I-65, the inappropriate mixture of housing, industry and business that has developed along the Creasy Lane corridor can be minimized. Years of residential zoning has done little to enhance residential use of the land which now sits within a triangle of major industries: General Foods and Staley to the southwest, Caterpillar to the northwest, and now Fuji-Isuzu to the southeast. No new housing in the Creasy Lane vicinity means no additional families being overwhelmed by Staley's odors borne on prevailing southwest winds. It also means a logical infilling of industrial uses within the confines of this developing industrial triangle.

The residential expansion sector east of the interstate extends some five miles in length from CR 100 N to CR 375 S south of Dayton. In the presence of sewer, there should be ample opportunities for all kinds of new housing, including and infilling of low density single family homes around SR 26, an expansion of the more urban densities in and around Dayton, plus new single family and multi-family developments at appropriate sites throughout.

The amended industrial sector runs from McCarty Lane on the north to CR 400 S on the south, from Lafayette's urbanized boundaries on the west to I-65 on the east. This generous apportionment of industrial land should be sufficient to meet the needs of a wide variety of potential land users for years to come. The sector boasts interstate availability, is crossed by major roads and has rail service on several lines.

Three sectors for potential commercial development surround the industrial core. The northernmost and largest extends from SR 26 to McCarty Lane, Creasy Lane to CR 500 E. Much of this land was recently rezoned GB, the remainder should infill. A second sector represents an eastward expansion of commercial uses in the vicinity of Tippecanoe Mall. The third sector occupies the northeast quadrant of the I-65/SR 38 interchange at Dayton. The commercial land use category is a broad one, encompassing local shopping, highway-oriented businesses, office parks and even light industrial use. It would be reasonable to expect a variety of uses within these three sectors to provide new employment centers and to meet the daily needs of growing numbers of workers, residents of new developments, and travellers to and through the community.

The open space sector, corresponding to the wooded, sloped creek valley, will help preserve the visual integrity and aesthetic appeal that characterizes the Wildcat Creek system. FC zoning is already in place here. This zoning classification is compatible with agricultural and limited recreational use, and permits only limited, small-scale single-family development.

The agricultural use sector along the southern boundary of the study area should allow ample industrial expansion to occur along both sides of CR 350 S while still providing an appropriate limit to the overall development pattern. 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. Total uniformity of land use within a sector is never likely to happen; there will be a scattering of existing homes throughout the industrial sector, for instance. And the likelihood that these sectors will be fully developed – even in the distant future – is extremely remote. The sectors need to be seen as guides to orderly change.

IMPLEMENTATION

To help ensure that the various sectors shown within this land use plan amendment function properly as guides to orderly change, the following shall be the adopted policies of the Tippecanoe County Area Plan Commission and its member governments having jurisdiction over lands within the study area:

1. 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.
2. 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.
3. 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.
4. 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 Planned Development zoning.
5. The difficult "transition areas," roughly $\frac{1}{4}$,on either side of Creasy Lane, where inappropriate mixes of land may pose major compatibility problems, will be carefully scrutinized. Mixed-use and single-use developments which directly address and seek to solve compatibility problems may be possible through the use of Planned Development zoning.

6. Temporary housing sites for workers involved in the construction of the Fuji-Isuzu plant or any other major construction effort within the study area, will, if they are needed, be accommodated within the industrial development sector indicated by this land use plan amendment, on land accorded IR (Industrial Reserve) zoning.
7. Community leaders involved in this planning effort will each receive a copy of this report, which will also be made available to the public on request. The Chamber of Commerce, Greater Lafayette Progress, Inc., and any other body actively engaged in promoting development in this community will be invited to keep copies of this report on hand for distribution to interested parties.

