

**LINCOLN NEIGHBORHOOD
LAFAYETTE, INDIANA**

**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 FOR THE MEMBERS OF
THE LINCOLN NEIGHBORHOOD ASSOCIATION
BY THE STAFF OF
THE AREA PLAN COMMISSION OF TIPPECANOE COUNTY**

**JUNE 1995
REVISED, JULY 1995**

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INTRODUCTION

Residents of Lafayette's Lincoln Neighborhood have expressed concern in recent years over changes in the local land use pattern. Informal discussions led neighbors to form the Lincoln Neighborhood Association, and then to seek help from the Lafayette City Council.

On February 7, 1994, the City Council adopted Resolution 94-10. This document requested the Area Plan Commission of Tippecanoe County "to study the area and hold appropriate hearings". The Resolution set study area boundaries at Greenbush and Union Streets north and south, 14th and 5th Streets east and west.

APC Assistant Directors Sallie Lee and Bernie Gulker met with Lincoln Neighborhood Association members on February 28, 1994 to discuss current conditions, and to establish a joint action plan. The planners presented:

- recently updated maps showing current land use and building conditions within the neighborhood;
- current zoning patterns; and
- elements of the Union/Salem Corridor land use amendment which includes the southern edge of the LNA study area.

Members assigned themselves research tasks regarding:

- the condition and availability of utilities and infrastructure;
- the status of government-funded neighborhood improvements and programs; and
- the consequences of Railroad Relocation.

The planners agreed to help LNA establish neighborhood goals and develop a land use plan based on those goals and the assembled data.

The land use plan embodied in this report, serves as a development guide for the neighborhood. Planning staff has written it as a proposed amendment to the Land Use Element of the adopted *Comprehensive Plan for Tippecanoe County*. The Area Plan Commission and the Lafayette City Council must hold public hearings on this amendment prior to its adoption.

Following adoption, this plan serves as a policy guide to the City Council, local government agencies and the Lafayette Division of the Area Board of Zoning Appeals. And if requested by the City Council, planning staff will assist LNA in

formulating a neighborhood-wide rezoning request specifically tailored to implement this plan. This ongoing partnership between LNA, City Council and APC may well result in other neighborhood revitalization strategies, also designed to achieve the established goals.

DEFINING PROBLEMS AND SETTING GOALS

Problem identification is the first and most basic step in this neighborhood planning process. Before we can plan for the future in a meaningful way, we must identify the problems that need to be addressed in our planning effort.

The Area Plan Commission has long held that citizens do the best job of problem identification, and the Lincoln Neighborhood Association is blessed with a large and active membership. As a first step, the group set a meeting for April 18, 1994 to participate in a problem identification exercise. Twenty-five citizens attended, as did five staff members: Assistant Directors Sallie Lee and Bernie Gulker, and Planners Don Lamb, Joe James and Margy Koehler.

We use a technique called Nominal Group Process in situations like this. We use it because it ensures input from everyone who attends the meeting. Staff divided the participants into four subgroups. We assigned a staff member to work with each subgroup.

Participants had ten minutes to list their responses to this question:

*What do **YOU** think are the problems and challenges facing the people of Lincoln Neighborhood over the next 10 or 15 years?*

Within each subgroup, participants read their responses in turn, as Staff members wrote them down. This continued until all participants had expressed all items on their lists.

Still within subgroups, participants voted their choices of the five most significant responses. Then the full group reassembled, discussed and combined their "Top 5" lists, and then voted on one final list of responses. Staff tallied the ballots, reported

briefly to the participants, and later prepared a full report on the evening's activities.

What follows is the Statement of Goals for Lincoln Neighborhood. Planning staff has derived these from the compilation of problems and challenges raised by participants at the April 18 session. An appendix to this report contains the final tally of items that appeared on the combined lists, a catalog of all issues raised by all participants in all small groups, and finally, a roster of all participants.

A STATEMENT OF GOALS FOR LINCOLN NEIGHBORHOOD

These goals have been derived from the lists of problems and issues generated by participants in the April 18th Nominal Group Process. They cover the three major arenas of neighborhood concern: the physical environment, the human environment, and outside support for both the physical and human environments. LNA reviewed, amended and adopted these goals on May 23, 1994.

STRUCTURAL STABILITY: *THE PHYSICAL ENVIRONMENT*

- GOAL 1: Upgrade and rehabilitate owner-occupied residential buildings and properties.
- GOAL 2: Upgrade and rehabilitate business and industrial buildings and properties.
- GOAL 3: Minimize construction of new multi-story, high density housing.
- GOAL 4: Upgrade, rehabilitate and ensure the upkeep of non-owner-occupied residential rental units, buildings and properties.
- GOAL 5: Provide adequate parking for apartment dwellers, businesses and industry on-site, rather than on the street.
- GOAL 6: Ensure that improvements to Union and Salem Streets do not create a physical barrier for the neighborhood.

COMMUNITY STABILITY: *THE HUMAN ENVIRONMENT*

- GOAL 7: Maximize housing for families.
- GOAL 8: Minimize student-oriented housing.
- GOAL 9: Slow the conversion of single-family homes to multi-unit buildings.
- GOAL 10: Provide more and better opportunities for home ownership.
- GOAL 11: Minimize the potential negative effects of further expansion at St. Elizabeth's Hospital.
- GOAL 12: Establish neighborhood traditions.
- GOAL 13: Revitalize neighborhood appearance.
- GOAL 14: Minimize tenant/homeowner conflicts.

**GOVERNMENT FACILITIES, SERVICES AND INFRASTRUCTURE:
*SUPPORT FOR THE HUMAN AND PHYSICAL ENVIRONMENTS***

- GOAL 15: Increase recreational opportunities for all ages.
 - GOAL 16: Improve safety in the neighborhood and minimize crime.
 - GOAL 17: Preserve neighborhood schools (Washington and Linnwood).
 - GOAL 18: Improve street and alley lighting.
 - GOAL 19: Maintain and resurface streets and alleys.
 - GOAL 20: Upgrade sidewalks and curbs where they have deteriorated.
 - GOAL 21: Improve trash and recycling pick-up along both alleys and streets.
 - GOAL 22: Strengthen local government commitment to the neighborhood through both funding and involvement.
 - GOAL 23: Continue to utilize the services of the Area Plan Commission staff to achieve these goals.
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GENERATING A LAND USE PLAN

With staff assistance, LNA has designed a neighborhood land use plan to help achieve many of the goals established at that May meeting.

On September 29, 1994, planning staff presented the membership with three maps, each showing an alternative neighborhood land use future. These alternatives were based on:

- current land use and building condition patterns;
- the adopted Union/Salem land use plan amendment;
- the data assembled by LNA members; and
- various aspects of LNA's newly adopted goals.

All three alternatives exhibited the basic land use elements that typify Lincoln Neighborhood today: areas of low-to-moderate and moderate residential housing at the heart of the neighborhood, surrounded by retail and industrial sectors, some institutional land uses, and an area where medical-related activities concentrate.

What differed in the land use alternatives was not so much the types of land uses present, but rather the borders that separate them. LNA members have clearly defined a set of land use problems with a common thread: they feel their family-oriented residential core is being threatened by expanding non-neighborhood-oriented land uses on the fringe. Just as clearly, LNA's goals are not to eliminate these intrusive uses, but to manage their spread and thus promote a more peaceful co-existence.

Thus in choosing amongst the alternatives, LNA members had to answer the following questions for themselves:

Should industrial land uses be encouraged at the old Venetian Blind site, or should a residential pattern be restored? Does the Coke plant have a stake in the neighborhood's future?

Can the neighborhood withstand an expanding sector of student-oriented multi-family housing moving up from the Harrison Bridge, or should that growth be limited to just a part of the neighborhood? What about higher density housing close to St. Elizabeth's Hospital?

And what about the doctor's offices, clinics and laboratories locating west of St. E? How much more is OK, and where do we draw the line?

Do we need more shopping around Linnwood? Would it serve the neighborhood? Should commercial activity along Union Street move up to, even cross Salem Street?

What about a neighborhood park? Can we have a nearby place or two that our kids can get to without crossing a major street, one that we could all enjoy?

With the Crisis Center gone and the Armory moving, what happens to the block those buildings occupy?

THE PLAN

The LNA membership's answers to these questions led to a fourth map, which we called the Preferred Land Use Alternative. This scenario, shown on the following page, now serves in this context as an amendment to the *Land Use Element* of the adopted *Comprehensive Plan for Tippecanoe County*. It is the Land Use Plan for Lincoln Neighborhood, and its components are as follows:

Industrial land uses are to be limited to two locations: the sites currently occupied by TRW and the Coke plant. The old Venetian Blind site east of 9th Street is to be absorbed into the residential fabric of the community.

Commercial activity, in the form of neighborhood retailing, is to remain at the Lincoln Neighborhood's fringes, and is not to intrude into residential sectors. Properties fronting along the north side of Union Street are to have a retailing future, but not those fronting the south side of Salem. The small Linnwood shopping node can remain in place, but not expand, along 14th Street.

The neighborhood's two major institutional land uses are to remain as well. These are the historic Greenbush Cemetery to the north, and the new Salvation Army facility south of Salem. The half-block north of Union Street that houses the former Crisis Center and the soon-to-move Armory is to become part of the commercial corridor that lines Union Street.

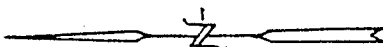
Expansion of hospital-related activities, such as doctor's offices, clinics, and retailing that meets the needs of the St. Elizabeth's community, can expand west to 13th Street, but only between Hartford Street on the north and a half-block beyond Salem to the south.

Moderate density residential land use, typified by a mixture of single-family, two-family and multi-family housing including small apartment complexes, is to be permitted south of Tippecanoe Street and west of 6th Street. Residential land use north of Tippecanoe

LINCOLN
NEIGHBORHOOD
STUDY
PREFERRED
LAND
USE
FUTURE

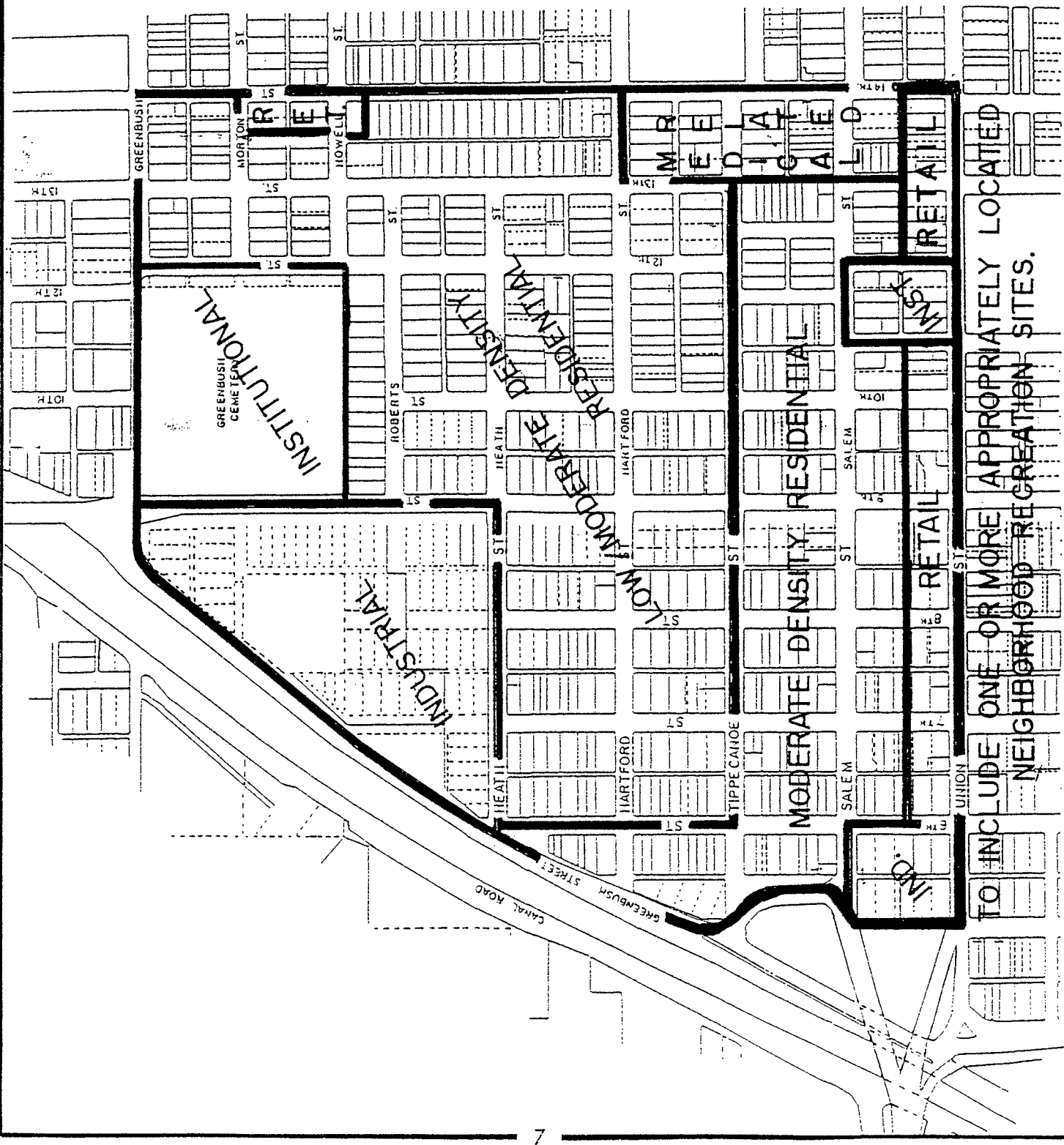
AN AMENDMENT TO
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SCALE 1" = 455'



MARCH 1995

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TO INCLUDE ONE OR MORE APPROPRIATELY LOCATED
NEIGHBORHOOD RE-CREATION SITES.

Street and east of 6th Street is to remain at a low-to-moderate density, typified by single-family and two-family homes, with existing, converted multi-family buildings included.

Although sites are not shown, the Land Use Plan for the Lincoln Neighborhood specifies the inclusion of one or more appropriately located neighborhood-scale recreation sites. The goal is to provide children with play spaces they can walk or bike to without having to cross 9th Street or any other nearby arterial.

(This amendment slightly modifies a portion of the previously adopted Union / Salem Corridor land use plan. These modifications reflect changing conditions in this neighborhood over the past six years:

- The Crisis Center is gone, soon to be followed by the Armory. Thus an institutional future for that block needed to be rethought.
- The Coke plant has survived reconstruction of the Harrison Bridge, and now once more looks to be a long-term and solid contributor to the neighborhood. And so it now appears on this LNA plan.
- Continuing expansion of medical uses west of St. E's is recognized here by a more liberal land use sector.
- And finally, accelerating apartment complex construction is reflected in this plan by a confining sector line at Tippecanoe Street rather than a half-block further north as previously set.)

IMPLEMENTATION STRATEGIES:

As adopted, this Land Use Plan Amendment functions only as a policy guide to the City Council, local government agencies and the Lafayette Division of the Area Board of Zoning Appeals. To ensure its value, this land use plan must be implemented through a series of further actions. Several of these involve zoning, and these are noted below. Several involve other kinds of neighborhood strategies, and APC Staff will continue to assist LNA in their formulation.

To secure a stable land use pattern for the neighborhood, the members of the Lafayette Neighborhood Association ask that the following implementation policies be made an integral part of this Amendment to the *Land Use Element of The Comprehensive Plan for Tippecanoe County, Indiana*:

1. *Residents of the Lincoln Neighborhood will be better served by changes in the text of the Unified Zoning Ordinance and changes in the accompanying Official Zoning Map, designed to reflect the land use goals established in this document.*

2. *The Area Plan Commission Staff has introduced an overall amendment to the Unified Zoning Ordinance that includes a number of new zoning districts tailored to the residential and neighborhood shopping needs of older urban neighborhoods such as ours (R1U, R2U, R3U and NBU). The proposal also contains a new MR zone to better define the medical, medical-related and residential use patterns appropriate to the areas surrounding our hospitals. LNA advocates the adoption of these changes to the text of the Unified Zoning Ordinance.*

3. *LNA urges the City Council to request APC Staff to assist its members in formulating a neighborhood-wide rezoning request specifically tailored to implement this plan. LNA realizes that adoption of the above-mentioned zoning ordinance text revisions is perhaps a year or more away. However, LNA would like to see a zoning proposal drawn up as soon as possible, using the tools available in the current ordinance, with modifications to be made as part of the adoption of the revised Unified Zoning Ordinance.*

4. *Until such time as zoning map and text changes can be proposed and adopted, LNA requests that the goals and policies that make up this Land Use Plan Amendment be adhered to:*

- by the Area Plan Commission when making recommendations to the City Council;*
- by the City Council when responding to requests to rezone land within the neighborhood;*
- by the Lafayette Division of the Area Board of Zoning Appeals when making decisions on variance requests involving land within the neighborhood; and*
- by local government agencies when making administrative decisions involving land within the neighborhood.*

Members of the Lincoln Neighborhood Association have not finished their work with this report and proposed amendment to the Comprehensive Plan. They will maintain the networks of communication that they have developed, and they will apply their energies to ensuring that these policies are adhered to by the governing bodies that have adopted them.

APPENDIX
RESULTS OF THE NOMINAL GROUP PROCESS:
BY PRIORITY
all small groups combined

This list represents the combined top five items of all four small groups. They have been listed in rank order, based on priority votes received in the final balloting.

RANK	VOTES	ITEM
1	81	Decrease of one-family units and increase in high density units.
2	65	Upgrade residential and business property from declining.
3	44	Lack of recreational facilities.
4	41	Safety of neighborhood.
5	28	St. Elizabeth Hospital's impact on neighborhood, especially its expansion.
6	19	Keeping Linnwood and Washington Schools open.
7	15	Alleyways need attention.
8T	13	Government commitment — funding and involvement.
8T	13	Absentee landlords.
10	10	Block between Union and Salem not to become the median of a 4-lane highway.
11	8	Tenant problems.
12T	5	Too much student-oriented housing.
12T	5	Too much conversion to rentals.
12T	5	Lack of adequate parking.
15T	4	Better street and alley lighting.
15T	4	Lack of neighborhood traditions.

**RESULTS OF THE NOMINAL GROUP PROCESS, BY PRIORITY
SMALL GROUP 1
(7 participants; Sallie Lee, facilitator)**

<u>RANK</u>	<u>VOTES</u>	<u>ITEM</u>
1	20	Decrease of one-family units and increase in high density units.
2	13	Deteriorating condition of many neighborhood properties.
3T	9	Government commitment — funding and involvement.
3T	9	St. Elizabeth Hospital's impact on the neighborhood, especially its expansion.
5T	7	Parks and play areas for children.
5T	7	Keeping Linnwood and Washington Schools open.
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7	6	Traffic through Union/Salem corridor.
8T	5	Deteriorating and overloaded sanitary sewer and water lines.
8T	5	Keeping a residential feel in the neighborhood.
10T	4	Street, alley and sidewalk maintenance and resurfacing.
10T	4	\$\$ for buying properties to rehab — lending institutions.
10T	4	Concern about abandoned industrial buildings.
10T	4	Alley clean-up, especially large items like furniture.
14T	2	Safety from vandalism, theft, drug dealers, fire.
14T	2	Street beautification projects (landscaping).
14T	2	Better police protection.
17T	1	Control over littering.
17T	1	No access to Digby Park.
19T	0	Animal control.
19T	0	Noise.
19T	0	On-street parking problems/lack of on-street parking.
19T	0	Lack of street lighting.

19T	0	Increase of traffic and traffic noise on streets parallel to Union and Salem (e.g. Hartford).
19T	0	Continue to manage noise from industry.
19T	0	Decrease of total green space.
19T	0	Home businesses don't qualify for benefits of the existing enterprise zone in the neighborhood.
19T	0	Don't close <i>Budge's!</i>

**RESULTS OF THE NOMINAL GROUP PROCESS, BY PRIORITY
SMALL GROUP 2
(6 participants; Joe James, facilitator)**

<u>RANK</u>	<u>VOTES</u>	<u>ITEM</u>
1	17	No more apartments.
2	2	More recreational facilities.
3T	7	Absentee landlords.
3T	7	Better street and alley lighting.
5T	6	Repair derelict housing.
5T	6	Lack of neighborhood traditions.
5T	6	Tenant problems.
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8T	5	Safe housing.
8T	5	Decrease in auto on-street repair.
8T	5	Decrease on-street parking.
11	4	More single-family home ownership.
12T	3	Tenant trash.
12T	3	Repair infrastructure.
12T	3	Overall improved aesthetics.

15T	2	Better access to Digby Park.
15T	2	Hartford closing.
17	1	Better trash removal.
18T	0	Poor alley conditions.
18T	0	Improved safety/protection.
18T	0	<i>Venetian Blind</i> upkeep.
18T	0	Washington School.
18T	0	Business/residential buffers.
18T	0	Neighborhood Housing Services (NHS) awareness.
18T	0	Encourage property upgrading.
18T	0	Small business encouragement.
18T	0	Improved traffic flow.
18T	0	Street drainage.

**RESULTS OF THE NOMINAL GROUP PROCESS, BY PRIORITY
SMALL GROUP 3
(6 participants; Don Lamb, facilitator)**

RANK	VOTES	ITEM
1	15	Lack of recreational facilities.
2	10	Too much student housing (encroaching on neighborhood).
3	9	Limit new apartments.
4	8	Lack of adequate parking.
5	7	Security (police protection).
6	6	Trashy alleys.
7T	5	Maintaining existing housing.

7T	5	Use of Recycling facilities.
7T	5	Keep Washington Elementary.
10T	4	Better upkeep of existing housing.
10T	4	Neighborhood watch.
12T	3	Disposal of large trash items (old couches, appliances, etc.).
12T	3	Maintain historic attributes.
12T	3	Clogged street drains.
15T	1	Removing yard sale signs.
15T	1	Street cleaning.
15T	1	Keep businesses out of residential areas.
18T	0	Apartments without green space.
18T	0	Too many dogs and cats (noise).
18T	0	Animals running loose.
18T	0	Paving alley between 10th and 11th, Tippecanoe and Salem.
18T	0	Broken sidewalks.
18T	0	Absentee landlord management.
18T	0	Tow junk cars.
18T	0	Tree branches over sidewalks (pruning).
18T	0	No parking in alleys.
18T	0	Organized trash pick-up.
18T	0	Hospital expansion and related growth.
18T	0	Better street lighting.
18T	0	Better city code enforcement.
18T	0	Better mail delivery.

**RESULTS OF THE NOMINAL GROUP PROCESS, BY PRIORITY
SMALL GROUP 4
(6 participants; Margy Koehler, facilitator)**

RANK	VOTES	ITEM
1	19	Upgrading residential and business property from declining.
2	14	Safety of neighborhood.
3	9	Alleyways need more attention.
4	8	Block between Union and Salem not become the median of a 4-lane highway.
5	7	Recreation and playgrounds for children.
6T	5	Single-family housing (maintain).
6T	5	Curb/sidewalk improvements.
6T	5	9th Street traffic.
9	4	Fix up North 12th between Salem and Tippecanoe.
10T	3	More street lights.
10T	3	Abandoned vehicles.
12T	2	Better trash collection for properties without alleys.
12T	2	Barking dogs.
14T	1	Get city to sweep streets more often.
14T	1	Waste disposal/recycling.
14T	1	Bring apartment dwellers into the neighborhood.
14T	1	Good balance of business and residents.
18T	0	Railroad relocation.
18T	0	Quality of housing (codes)
18T	0	Residential rezoning to protect existing investment.
18T	0	Influx of college students in 6th Street area.
18T	0	Properties that allow trash to collect in the yard.
18T	0	Help for landlords'/tenants' trash problems.

**ROSTER OF PARTICIPANTS IN THE
NOMINAL GROUP PROCESS,
APRIL 18, 1994**

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