

INTRODUCTION

This Comprehensive Plan is the culmination of a citizen-based community planning process that began with a series of community meetings during the spring of 1996. This series of meetings set the stage for the continuation of the process through meetings with a citizen advisory task force and the community during the winter of 1998-99.

The Comprehensive Plan is the official policy document which establishes development goals and objectives to guide growth within and around Lebanon in a coordinated manner. Indiana Code states that the purpose of the Comprehensive plan is to provide “for the promotion of health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development” (Indiana Code 36-7-4-501). The plan can be viewed as a blueprint for the future that identifies trends in population, land use and transportation. The plan also provides the legal foundation for the administration and enforcement of zoning and subdivision control.

The purpose of this plan may also be summarized in a mission statement developed as part of the Comprehensive Planning Process:

“The Mission of the City of Lebanon Comprehensive Plan is to establish a land use development pattern that will serve a healthy, safe, and beneficial living environment for the citizens of Lebanon; to identify the future land use needs; and to reserve adequate land which is be suited for residential, commercial, and industrial development.”

CHAPTER I: INVENTORY & ANALYSIS

A. Regional Context

Lebanon is located within Boone County in Central Indiana. The City is centrally located between Indianapolis to the southeast and Lafayette to the northwest, as shown in the “Regional Context Map.” Lebanon’s location along Interstate 65 near Indianapolis is a critical factor reflecting the recent growth in industrial development. Lebanon enjoys good transportation links to the nearby communities of Noblesville, Frankfort, and Crawfordsville as well.

The excellent strategic location and critical transportation connections to Midwest markets have established the growth patterns that exist today. These factors will continue to shape future development of Lebanon.

B. Population Characteristics

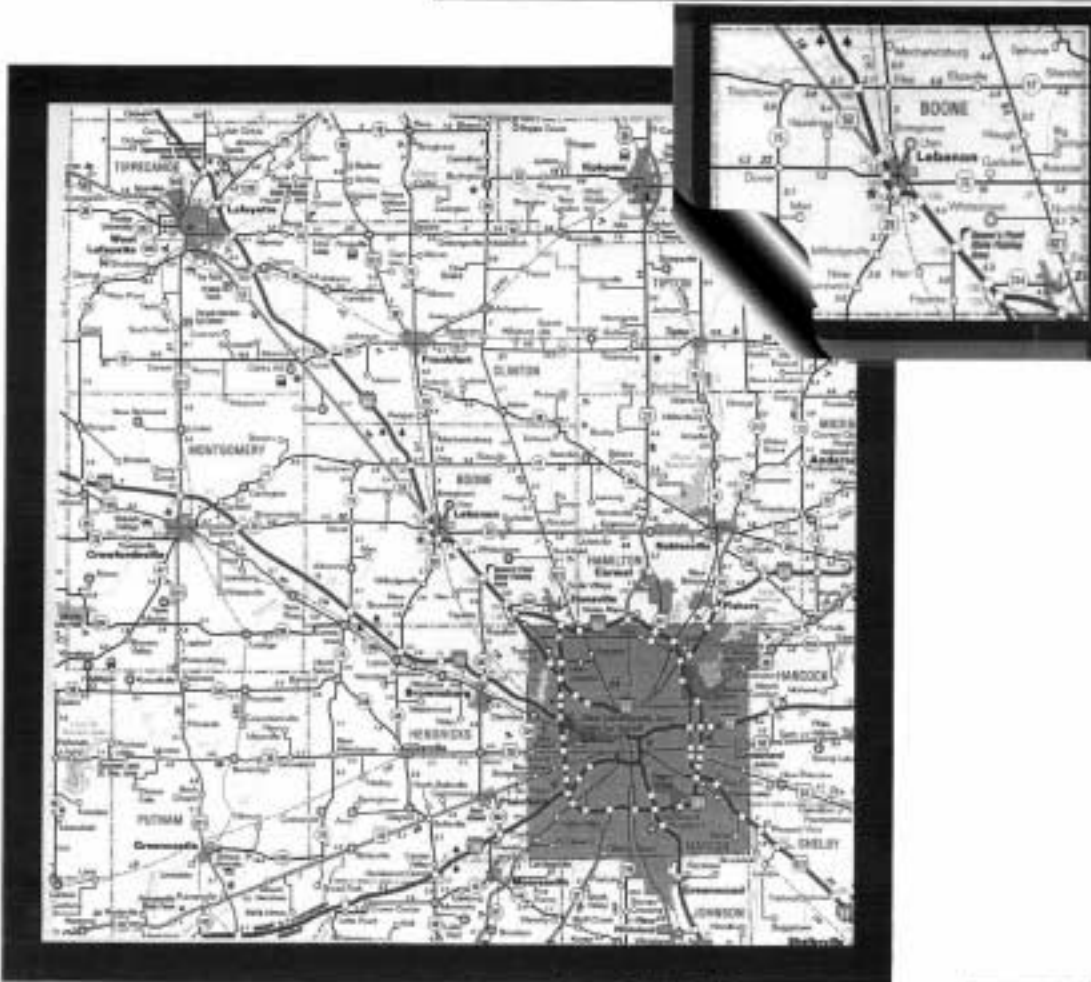
Population information has been analyzed to assist in anticipating the impacts of future growth within Lebanon. The size and growth rate of the population within the planing area is an important factor in the comprehensive planing process. As a City grows, so too does the demand for additional services and community facilities.

Population projections have been prepared by James Roach, Planning Intern for Lebanon Utilities, prior to the preparation of this plan. The analysis was conducted in June of 1998 utilizing accepted trend projection techniques. The analysis included three methods of projecting population increases within Lebanon, as well as consideration of previous studies by the Lebanon Community School Corporation.

Table 1 - Summary of Population Projections

Year	Census	Average	Build Rate (1982)	Build Rate (1990)	Birth Rate	Historic Trend
1980	11456					
1990	12059					
1996	13200	12990	13265	13265	12439	12421
1997		13386	13826	13826	12505	12481
2002		14465	14806	15756	12833	12800
2007		15660	15855	17956	13170	13126
2012		16986	16979	20462	13516	13462
2017		18457	18182	23319	13870	13805
2022		20093	19471	26574	14235	14158

REGIONAL CONTEXT MAP



LEBANON COMPREHENSIVE PLAN LEBANON, INDIANA

The City of Lebanon had a population of 11, 465 in 1980. By 1990, the population had increased by approximately 5.3% to 12,059. By comparison, the state of Indiana experienced a population increase of 3.1% during the same time period. Table 1 illustrates the population trends and forecasts for the City of Lebanon for the period from 1980 to 2022. According to the projections, “The estimated growth rate in the City is 1.52% a year. From the starting year of 1997, with an estimated population of 13,386 people, the City is expected to grow to 15,660 by 2007 and 18,457 by 2017.” The full report containing the population projections and a detailed description of the methodology is included within the appendix of this comprehensive plan.

Table 2 - Average Growth Rate

Projection Method	Average Growth Rate
Building Rate Since 1982	1.38%
Building Rate Since 1990	2.65%
Birth Rate	0.52%
Average	1.52%

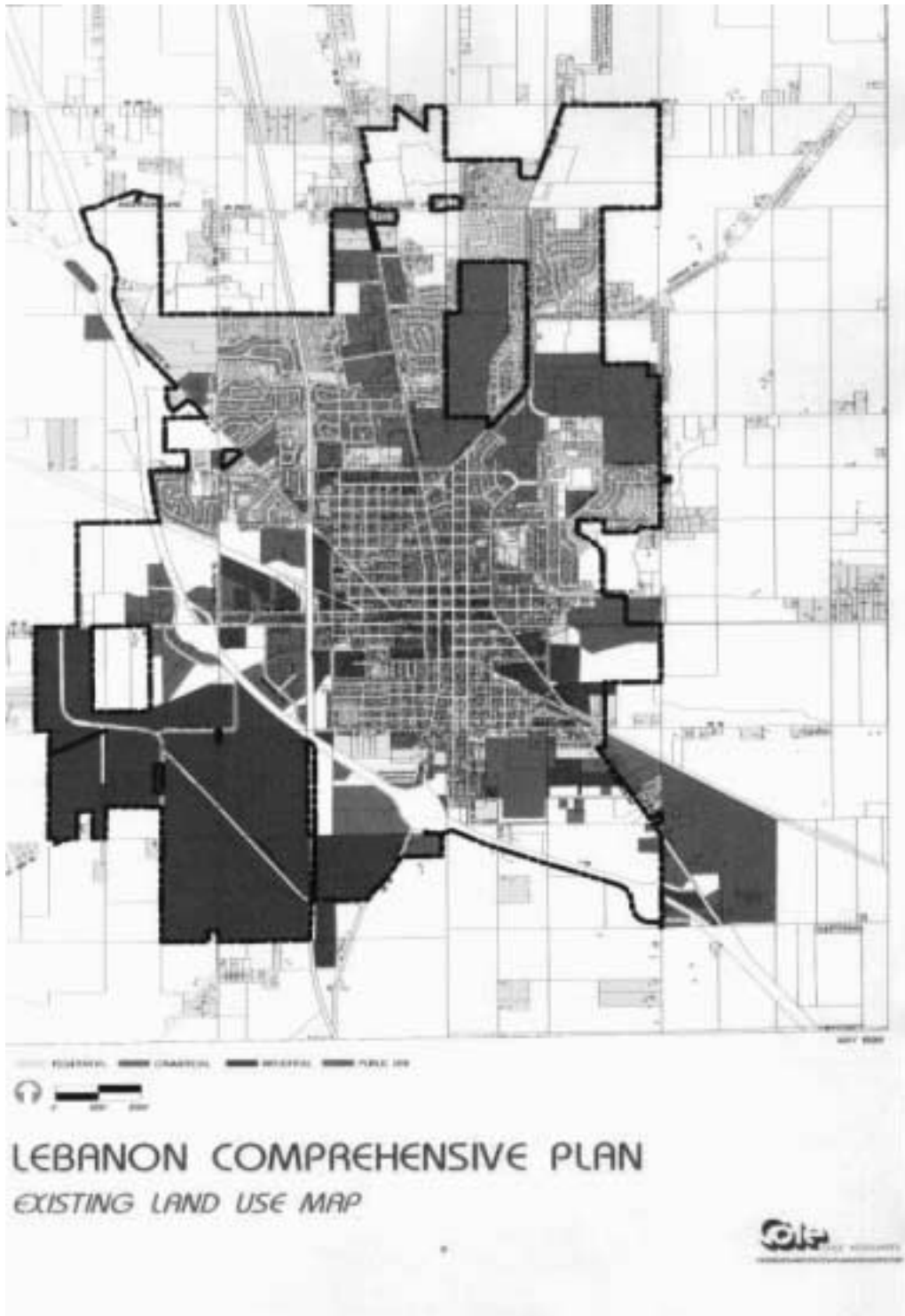
C. Existing Land Use

It is important to understand the configuration of existing land uses within the City early in the preparation of the comprehensive plan. The pattern of existing land uses within Lebanon creates a picture of the current and past influences that various elements have had upon the growth of the City. The mix of existing land uses provide a framework upon which to build the planning process. General land use types are illustrated on the Existing Land Use Map. These uses are designated into the following broad categories: residential, commercial, industrial, public and open land. All land within the planning area has been designated as one of the above existing land uses.

Residential land use predominates throughout the central and northern portions of the City, Residential uses include single family and multi-family housing, along with farm residences associated directly with agriculture. Residential uses have been illustrated in yellow on the Existing Land Use Map.

Commercial uses occur within the downtown area and along major roadways. The commercial designation includes retail/service and office type uses. Commercial uses are illustrated in red. Industrial areas, designated in purple on the Existing Land Use Map, predominately occupy the southwest area of the City, along with portions of the central and southeastern areas. Industrial uses include manufacturing, warehousing, wholesale and distribution activities.

Existing Land Use Map



Public areas are noted as green on the Existing Land Use Map. These uses include any public or quasi-public owned land available for public use. Uses that fall into this category include schools, the County Fairgrounds, hospital related areas, parks and recreational areas.

Although Lebanon is mostly developed within its corporate limits, there are some remaining areas of open land that are not developed. These areas are designated as white on the Existing Land Use Map. The open land designation includes primarily agricultural uses, as well as areas covered in woodlands or scrub vegetation.

D. Existing Roadway Transportation Patterns

The roads that make up the thoroughfare system in the City of Lebanon exhibit different characteristics based on the function they perform. Roadway types range from highways to local roads. A standardized street functional classification system is used by the Indiana Department of Transportation to describe various roadways. This system groups roadway classifications used in this plan are: interstate, principal arterials, minor arterials, urban collectors, major collectors, and minor collectors. All other roadways are considered local roadways.

Interstate 65 is the only road which is classified as an interstate in the City of Lebanon. Roads in this classification are designed for high speed, long distance travel, and have 300' (typically) wide rights-of-way and grade separated interchanges. Four interchanges serve Lebanon from I-65. All four interchanges are substantial under current design guidelines established by the Indiana Department of Transportation (INDOT).

Principal arterials typically have at-grade intersections, allow high-speed travel in non-congested areas and connect to interstates and other arterial roadways. Principal arterials carry both local and through-city traffic, serving both medium and long-distance trips. The principal arterials in the City of Lebanon include SR 32 and SR 39.

Lebanon's minor arterials include parts of Lafayette Road, Indianapolis Road, Camp Street, Ulen Drive, Elm Swamp Road, Fordice Road, Royal Street, and Noble Street. The purpose of these arterials is to connect with and augment the principle arterial system, generally carrying less traffic than primary arterials. Minor arterials facilitate travel between common destinations in the City, serving short, medium, and long-distance trips.

Urban Collectors, which serve as collectors of local traffic moving it to higher volume arterials include portions of Sam Ralston Road, Ransdell Ave., Royal Street, Anderson Lane, CR 350 N, Elizaville Road, John Bart Road, and Washington Street. Collectors serve short-distance trips.

Major and minor collectors include SR 39, north and south of the City Limits; and a portion of Elm Swamp Road north of CR 300 N.

Local roadways make up the remainder of the City's Road system. These roads allow additional access to the higher volume collectors and arterials. Convenient access to adjacent land uses,

such as residential, commercial, and industrial, is provided.

Chapter IV: Transportation and Thoroughfare Plan contains a detailed description of the proposed transportation system improvements.

E. Sewer Utilities

A previous Master Plan for sanitary services has been prepared by others prior to initiation of this Comprehensive Plan. The Plan remains in effect and applicable. Please see Appendix for excerpts from this Plan.

F. Natural Systems and the Environment

Natural resources for Lebanon have been previously described in detail in previous reports. See Appendix as a reference only, for a detailed description of the natural systems, including geology, soils, water resources, and drainage and floodplains. The Prairie Creek Floodplain is specifically discussed in further detail within the land use portion of this Document.

G. Development Opportunities and Constraints

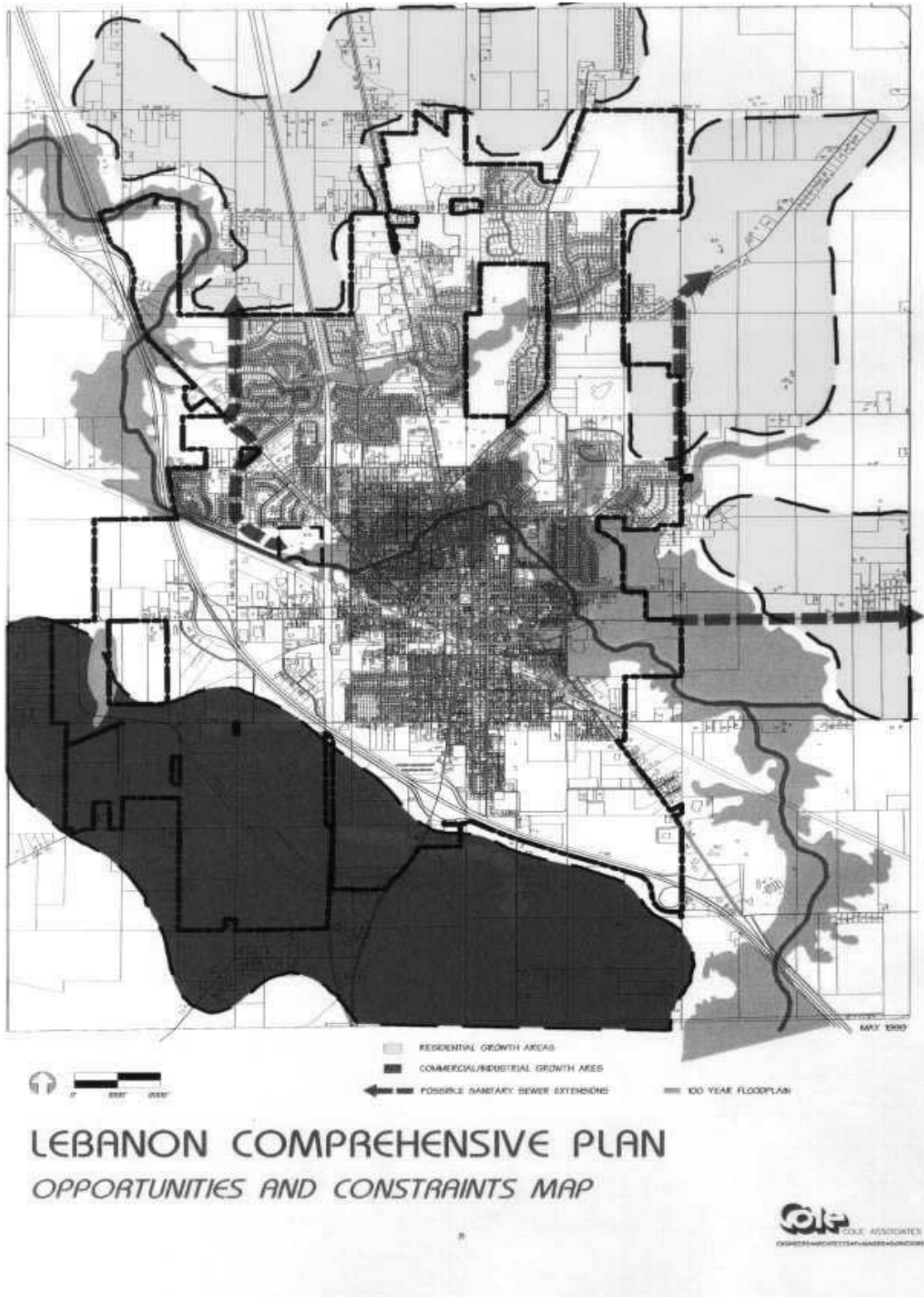
The continued growth and development of Lebanon will be determined by a number of factors. A healthy economy and other socio-economic influences will drive much of the demand for new development. This comprehensive plan does not attempt to provide economic forecasts, although the framework upon which development takes place is examined in detail. This framework of existing land uses, natural features, transportation links and utility infrastructure, among other influences, can be looked at as providing both opportunities and constraints to the development of the community. A logical pattern of growth for the City can be determined by examining these factors in relationship to each other. The discussion of this pattern of growth is organized by land use type in order to see the connection with the "Proposed Land Use Plan," described within Chapter III. The opportunities and constraints map included herein illustrates this logical pattern of growth.

1. Residential Development

Opportunities

The economic influences on residential growth currently favors the construction of new homes. Building permits for new residential construction in Boone County and Lebanon are at an all time high. Residential growth has typically occurred within the northern and eastern edges of Lebanon within the last thirty years. This trend is likely to continue with the planned extension of City sanitary sewer north along Witt Road to the intersection of Anderson Lane and SR 39. There is an

Opportunity and Constraints Map



opportunity for new residential development to tie into the portion of this line along Anderson Lane from Witt Road to SR 39. The Prairie Creek floodplain west of Witt Road acts as a constraint.

Opportunities for residential growth of the eastern edge of Lebanon occurs with possible municipal sanitary sewer extensions along Elizaville Road and south of Washington Street.

Constraints

Constraints to residential development include the Prairie Creek floodplain, in both developed and undeveloped areas. The broad floodplain through the central area of the City is a constraint to new infill development of vacant lots and expansion or renovation of existing homes. The floodplain also reaches outside the current City limits to the east, somewhat limiting the extent of new residential development within this area. The lack of municipal utility extensions outside the City limits to the east and northeast will be a constraint to the creation of new subdivisions until those utilities are in place.

2. Commercial/Industrial Development

Opportunities

The Interstate 65 corridor has created excellent access for commercial and Industrial development, with transportation linkages to regional and multi-state markets. With proximity to the Indianapolis metropolitan area and available municipal utilities, the area along I-65 has begun to develop rapidly. This trend is likely to continue along the corridor with an opportunity for municipal sanitary sewer extensions across I-65, along Mt. Zion Road and the existing railroad right-of-way serving the Lebanon Business Park.

Commercial development will likely continue to occur along N. Lebanon Street, up to the intersection with Anderson Lane. The new Witham Hospital to be located in this area will create opportunities for support services and medical offices within the area. Open land is available for commercial expansion in the southeast corner of the City. Infill development should be encouraged to occur within this open land. A number of previously developed commercial lots are available for redevelopment along Birchwood Drive fronting along the north edge of I-65, east of the SR 39 interchange. Any new development within these lots should provide screening from adjacent residential areas.

The central business district will continue to provide goods and services to residents of the entire community. Opportunities exist for infill development within the area and renovation of existing structures.

Constraints

Constraints to commercial and industrial development include substandard interchange designs for all four interchanges at Lebanon. INDOT has plans to upgrade the SR 32 interchange in the

year 2001. The lack of municipal utilities in some areas will limit development until the utilities are extended (especially south of Lebanon, across I-65, east of the SR 39 interchange). The Prairie Creek floodplain may somewhat limit development west of I-65, north of the active rail line, up to the vicinity of the US 52 interchange. Floodplain also exists west of I-65, south of the Indianapolis Road interchange.

3. Public Uses

Opportunities

A demand for the development of public uses will continue as the City grows. Witham Hospital will build a new health care facility at the intersection of Anderson Lane and N. Lebanon Street (SR 39). New school sites and recreational facilities will be necessary to serve these growth areas. Opportunities for new schools are being planned by the Lebanon Community School Corporation within the northern and eastern portions of the community. A possible expansion of the Lebanon High School/Middle School campus is planned adjacent to the east side of the middle school site, fronting on John Bart Road. A possible elementary school site is proposed north of Anderson Lane, east of Elm Swamp Road. The location of these new school facilities is based upon research conducted by the Lebanon community school corporation.

The floodplain of Prairie Creek is a possible constraint, although opportunities may exist to develop linkages along the greenway east of the City. Linkages may be possible from the proposed residential areas, south to the Boone County Fairgrounds. Additional opportunities may be to provide a pedestrian link along the abandoned railroad right-of-way from the Fairgrounds to Abner Longley Park/Boone County Conservation Club. A link may be provided from the park to Stokes Elementary School nearby. An opportunity also exists to establish a bike/pedestrian pathway from the City, along SR 39 to the Ruth E. Brookshire Arboretum. Opportunities for the expansion additional park lands should be explored as new development occurs.