

CHAPTER III: LAND USE PLAN

A. Introduction

The land use plan is a policy for guiding the use of land within and adjacent to the City of Lebanon. This policy is based upon the analysis of a number of physical and socio/economic issues. Existing development provides a point of reference from which to anticipate this future growth scenario.

The land use plan puts forth a generalized mix of land uses that make up the character and quality of life in Lebanon. This plan is a tool to provide a guide for the continuance of some uses and a change for others. It is important to note that the land use plan does not necessarily reflect the current zoning throughout Lebanon and the adjacent areas. The intent is that many areas may change zoning as they develop to reflect the uses identified within the land use plan.

B. Proposed Land Use Categories

The land use plan is organized by various types of land uses within certain areas of the community. These land use categories are illustrated on the Overall Proposed Land Use Plan and the five (5) Subarea Land Use Maps contained within this chapter. It is important to first identify the land use categories in terms of those activities that typically occur within them.

1. Floodplain/Conservation

This use includes designated floodplains as identified on the official maps prepared by the Federal Emergency Management Agency (FEMA). Many of these floodplain areas contain wetlands and other natural features that limit their development. Much of the area along Prairie Creek is developed within the central area of the City.

2. Residential Land Use

Residential land use is defined as land that is primarily used for the construction of various types buildings used for dwellings and churches. This designation does not differentiate between single family and multi-family dwellings.

3. Commercial Land Use

The commercial use designation includes retail, professional, business services, restaurants, auto sales and service, personal service establishments and agriculture-related sales and service.

4. Industrial Land Use

The industrial land use designation includes manufacturing, wholesale, warehousing, distribution, machining and related support facilities and storage.

Overall Proposed Land Use Plan Map

5. Public Land Use

The public land use designation refers to uses set aside for or owned by the public. These uses may include parks, airports, utility facilities, schools and hospitals.

C. Proposed Land Use Descriptions

The following descriptions are separated into five (5) geographic subareas within and adjacent to the City. The written descriptions and the accompanying maps illustrate a general mix of land uses throughout the City. Each subarea is further divided within the text, providing descriptions of distinct clusters of uses that warrant more detailed discussion. The land use maps and text are based upon the previously described inventory and analysis, in light of the goals and objectives.

1. Central Area

The central area reflects the historic character of the original platted portion of the City. The central area is comprised of a number of unique mixes of land uses. These areas are described in more detail below:

Central Business District

The central business district can be loosely defined as that area within three to four blocks surrounding the courthouse square. Lebanon's downtown enjoys easy access to I-65, SR 32 and SR 39, creating vital links to regional and interstate commerce.

Lebanon Revitalization Committee, Inc. has taken the lead in promoting the revitalization efforts of the downtown. In the winter of 1997, "A Survey of Business Attitudes and Perceptions" was prepared for Downtown Lebanon Revitalization. The final report contains recommendations based upon the responses to the types of businesses, marketing approaches and historical character of the downtown.

This plan is primarily concerned with the mix of land use within the central business district and the various types of infrastructure necessary to support it. Residential uses still thrive within the downtown area, primarily to the southeast, north and northwest. Residents enjoy easy access to downtown shops and services. Retailers and service providers benefit from the customers living nearby. Residential uses should be encouraged to remain within the downtown area. Residential uses only occupy 10% of the buildings within the upper floors of the downtown. Additional residential uses in the upper floors of commercial buildings should be encouraged where feasible. Accessible sidewalks should be maintained to encourage residents to walk to nearby commercial uses.

Retail uses comprise up to 40% of the businesses within downtown, with services occupying 30% and 25% as professional business. This mix of uses shows an increasing number of service and

Central Area Land Map

Southwest Quadrant

Northwest Quadrant

Northeast Quadrant

Southeast Quadrant

professional businesses within the downtown (A Survey of Business Attitudes and Perceptions, 1997). Lebanon's downtown has traditionally been a focus of retail business throughout its history. The downtown should continue to promote retail uses as the primary focus of the downtown. An increase in retail uses will bring a proportionate increase the amount of customer traffic in the downtown business district. Retail shops will also provide a possible draw for tourism to the downtown.

Prairie Creek Floodplain

Prairie Creek crosses the northern third of this area. The influence of the creek is visible within the deeply defined creek channel. Homes are constructed hugging the top of the creek bank, within the 100-year floodplain. The floodplain is almost completely occupied by residential and commercial buildings. New construction and re-investment within much of this area is limited due to the presence of the floodplain. The City and the County should conduct a cooperative flood plain study to determine if the mapped limits of the 100-year floodplain are still accurate. New construction within the existing or revised floodplain area should be discouraged in order to maintain the City's federal flood insurance rating.

Lebanon Street (SR 39) Corridor

The Lebanon Street corridor can be viewed as Lebanon's "front door" to visitors and residents entering the City from I-65 to the west and SR 39 from the north. Lebanon Street will continue to the primary north/south roadway within the City for years to come. It is important to understand the image of the City that is presented by the various uses that exist along this roadway and plan for an appropriate mix of uses for the future.

The first image upon entering Lebanon from the west and the north is of commercial development. This use is appropriate, as many visitors and residents enjoy the convenient location of these businesses. Development standards for landscaping and screening should be utilized for new or replacement commercial uses at these entry areas. The positive image presented with trees and shrubs along the roadway will create a lasting impression for visitors and residents of Lebanon. These development standards could be part of an overlay zoning requirement, or part of new overall development standards within the zoning ordinance.

Lebanon is fortunate to have intact residential neighborhoods surrounding the central business district. Homes line Lebanon Street north and south of the downtown. The residential character of the roadway should be maintained. Pressure for conversion of residential structures to non-residential uses is occurring within these areas due to the visibility of the structures from the busy roadway. Guidelines for the conversion of residential structures along Lebanon Street should be prepared that maintain the residential character of the area. These guidelines could be part of an overlay district or part of the revised zoning ordinance. Issues to address include off-street parking, new building setbacks, landscaping, shared driveway access, outdoor storage and signage.

2. Southwest Quadrant

The southwest quadrant has been largely shaped by the influence of Interstate 65. This area enjoys the excellent access afforded by two interchanges, one at SR 39 and one at SR 32. Mixes of industrial and commercial uses line the interstate and surround each interchange. Residential uses extend from the central area of the city and are visible from a portion of I-65. A more detailed description of the area follows.

Lebanon Business Park

The Lebanon Business Park is the result of planned industrial growth targeted to warehouse distribution type industries. The City is committed to the continued growth of this area as a focus of economic development. The area is roughly bounded by SR 32 on the north, SR 39 on the southeast, I-65 to the northeast. Mount Zion Road partially defines the southern boundary. Industrial and warehouse distribution type uses are planned to continue within this area. Enterprise Boulevard is currently being extended to SR 39. The thoroughfare plan recommends that Enterprise Blvd. be extended east to the Indianapolis Road Interchange. This roadway is also a planned future arterial that may be constructed as an alternative route for SR 32. The access afforded by an extension of Enterprise Blvd. will allow an expansion of the Business Park to the east. Utility extensions will also be necessary into this area. An opportunity exists to designate an overlay district within this area that would require the donation of necessary right-of-way for the future construction of the Enterprise Blvd. extension. The overlay could also designate appropriate building setbacks from various roadways and other development standards that promote the level of quality that the City desires in new construction and development.

SR 39 Interchange

The SR 39 Interchange continues to be a prime location for commercial development. The recent construction of the Flying J Travel Center is an indication of the importance of the interchange to transportation within the region. The existing Holiday Inn is also a very important influence in attracting future development to the interchange. Commercial land use is expected to expand near the interchange, with industrial uses to the south and southwest. The existing mobile home park at the northwest quadrant of the interchange is shown to be replaced by commercial uses. Continued residential use close to the interchange such as this should be discontinued in accordance with typical community planning practices.

SR 32 Interchange

The SR 32 interchange is a hub of commercial activity, with a mix of established industrial uses as well. The land use plan shows a continuance of commercial uses within this area with existing industrial uses to remain. Vacant tracts in this area should be targeted for new commercial uses that take advantage of frontage on I-65. New industrial uses should be located behind these tracts as part of the expanded Lebanon Business Park. The existing design of the interchange and the arrangement of the frontage roads have created problems with the management of traffic in the area. The interchange is to be reconstructed by INDOT. Frontage road improvements and traffic control should be a major part of the interchange improvements as well. Additional opportunities

exist to implement overlay zoning for new or expanded development within the area as the interchange is improved.

3. Northwest Quadrant

The northwest quadrant is a focus of future residential growth. Planned utility extensions along Witt Road and Anderson Lane will serve new development within the area. Commercial development lines North Lebanon Street throughout much of this area providing convenient access to area shoppers. Parkland and health care uses also are readily available within this area.

US 52 Interchange

This interchange has witnessed that least amount of development of the four I-65 interchanges that serve Lebanon. The primary function of this interchange is to allow access to US 52 from I-65. No frontage roads exist within the immediate area to serve adjacent parcels of undeveloped land. Access into these parcels cannot be easily arranged due to the design of the interchange. Existing commercial and residential uses are planned to remain, with no expansion of these

Lafayette Avenue (SR 52) Corridor

Lafayette Avenue provides quick access to Lebanon from I-65 southbound. The roadway is lined by mostly residential uses. Residential use is proposed along the roadway, with existing commercial uses to remain. New commercial uses along the corridor should be discouraged due to the residential nature of the area and possible safety concerns along the narrow roadway. Any new residential development should not front on the roadway with individual entry drives. New residential subdivisions should be platted with all driveways entering on interior roadways.

North Lebanon Street (SR 39) Corridor

North Lebanon Street will continue to be the primary north/south corridor in Lebanon. The first image upon entering the Lebanon corporate limits from the north along this street is of commercial development. This use is appropriate, as many visitors and residents enjoy the convenient location of these businesses. Development standards for landscaping and screening should be utilized for new or replacement commercial uses at these entry areas. The positive image presented with trees and shrubs along the roadway will create a lasting impression for visitors and residents of Lebanon. These development standards could be part of an overlay zoning requirement, or part of new overall development standards within the zoning ordinance.

The new Witham Memorial Hospital site at the corner of Anderson Lane and N. Lebanon St. will create a sense of community within this area for new and existing residents. A feasibility study for a new fire station next to the hospital site is being prepared as well. These public uses may create a need for medical offices and support commercial uses within the immediate area. Careful consideration should be given to any changes in land use that may detract from the existing residential character of the area surrounding the new hospital. The existing commercial complex to the south of the new hospital should be targeted for redevelopment or reuse as necessary to meet these new demands for office and commercial space. This approach will

create the most cost effective means to provide commercial and office space, (in terms of City supplied infrastructure) while limiting continued urban sprawl.

Anderson Lane (CR250N) Corridor

This corridor west of N. Lebanon Street will likely experience the growth in residential subdivisions similar to what has occurred east of N. Lebanon Street. Extensions of sanitary sewer service and public water service are planned along this corridor to serve the Witham Memorial Hospital site within the next five years. These municipal services will likely create development pressure for new homes in the area. Strip residential development along the roadway should be discouraged, while subdivisions with limited access to Anderson Lane should be encouraged. Anderson Lane will need to be upgraded to a collector status, similar to the manner in which this road was improved east of North Lebanon Street. The provision for open space and parkland within these residential areas should be a major consideration in all new development. Concept plans for new subdivisions should be reviewed by the Lebanon Park Department in light of the adopted goals and objectives of the Park Board.

4. Northeast Quadrant

This portion of the City enjoys excellent access to Memorial Park, the high school/middle school campus and nearby shopping. The curving, tree lined residential streets create the image of well-established residential neighborhoods. New homes are currently being built around the Anderson Lane corridor, with a new elementary school planned along Elm Swamp Road.

Ulen/Memorial Park Area

The Ulen County Club Golf Course and Lebanon's Memorial Park create a unique greenspace that is the focus of the northeast corner of the City. The neighborhoods that are located nearby benefit from the atmosphere that is created. Pedestrian connections to Memorial Park should be upgraded to allow easy access by people of all levels of physical ability. The sidewalk along the North Lebanon Street side of the park should also be improved to upgrade user safety. Pedestrian connections between Memorial Park and the high school campus should be improved as well.

Unincorporated Area

The land use plan illustrates residential growth to the north and northeast of the current city limits. Expansion of residential uses within this area will likely occur as municipal sewer, water and roadway improvements are made. The continuance of strip residential development along City and County roads should be discouraged due to safety concerns. The thoroughfare plan illustrates the extension of Anderson Lane to the east, curving south across Elizaville road connecting with John Bart Road. The extension of this roadway will provide a critical connection for a northwest loop connector road within this portion of the City and County. A secondary loop road is illustrated within this area curving south from CR 300 N, crossing Elizaville Road and crossing open land southward to the Indianapolis Road interchange with I-65. A portion of this secondary loop road, south of SR 32, may act as an alternate route for SR

32 connecting to the Indianapolis Road interchange.

5. Southeast Quadrant

This portion of the City reflects the historical growth of the City. Lebanon reached to the southeast along the route that was the primary connection to the Indianapolis area prior to the construction of I-65. Indianapolis Road had been, and continues to be the location of choice for many businesses that cater to passers by on this busy roadway. Residential growth is concentrated closer to the central area of the City, although some residences line Indianapolis Road as well.

Indianapolis Road Interchange

This interchange is a visitor's first choice to enter Lebanon when exiting I-65 from the south. The geometric layout of the interchange is confusing to motorists, and access to parcels nearby is poor. Commercial uses are planned to the northeast of the interchange. Existing commercial and industrial land uses are planned to remain immediately north and east of the interchange. Industrial uses are planned for the area south of I-65 at this interchange as an extension of developing industrial uses within the expanding Lebanon Business Park. An opportunity exists to create a transportation link to this interchange from the extension of Enterprise Boulevard south of I-65. This improvement could then be linked to the north/south loop road described in the Northeast Quadrant above.

Indianapolis Avenue Corridor

This corridor was historically the main point of access connecting Lebanon with Indianapolis prior to the construction of I-65. Small remnant tracts of industrial and commercial uses occur as strip development along the roadway. Multiple driveway entrances line the corridor, with minimal control of turning movements into the parcels. The existing land uses should be allowed to continue, but expansion should be limited due to traffic safety concerns. Consolidation of commercial parcels should be considered as uses expand along the corridor. Shared access drives and frontage roads should be developed if existing or new uses consolidate existing parcels.

Abner Longley Park Area

Abner Longley Park is the focus of recreational activities within the southeastern portion of the City. It provides residents with both passive and active recreational opportunities. The land use plan shows a green space link between the park and the adjacent Boone County Conservation Club. Additional green space linkages should be made between this area and the elementary school and Hot Pond Park to the north. An opportunity exists to create screening requirements within the updated zoning ordinance for commercial uses adjacent to park lands. Any new or expanded commercial uses adjacent to the park should be required to screen any outdoor storage or parking areas from the parkland. The screening could be in the form of landscape plantings installed as a buffer strip within the adjacent commercial property that blends in with the park environment.

Prairie Creek Floodplain

The Prairie Creek floodplain has limited development within much of the southeastern portion of the City. Residential and industrial development has occurred within the floodplain primarily within the vicinity of Washington Street, east of Indianapolis Ave. (see the Opportunities and Constraints map). Continued development within the floodplain should be discouraged in order to maintain the current flood insurance rating allowed by the Federal Emergency Management Agency (FEMA). A flood study should be conducted for the entire Prairie Creek floodplain with the City and surrounding County. This study will determine the actual floodplain area through detailed engineering methods. The results of the study may indicate that the floodplain area is less than the area currently mapped. Some areas could then be targeted for new development or redevelopment.

Washington Street Corridor

The area to the north and south of Washington Street, east of the City limits is a possible residential development area. The extension of municipal sanitary sewer service along Washington Street would create an opportunity for residential growth in the area. The Prairie Creek floodplain occupies much of this area. The flood study mentioned above may open new areas to development, if sufficient municipal utilities are also available. Improvements to Washington Street will be required if this area develops. Strip residential development along the roadway should be discouraged due to safety concerns.