CITY OF LEBANON COMPREHENSIVE PLAN

JANUARY 2007
INTRODUCTION

Foreword

Lebanon is located in central Indiana and is currently experiencing growth pressure from Indianapolis to the southeast. The City decided to update it’s Comprehensive Plan to meet the changing needs.

The last Lebanon Comprehensive Plan was created in 1999. Since that time the City’s demographic trends have changed, and the City has grown in size through annexation, including a sizeable portion of land on the north side west of SR 39. The City is currently contemplating opportunities for future voluntary annexations.

This document was created to provide a broad vision for Lebanon to guide the City’s future growth and development decisions. The goals, objectives, and action steps included within this plan are the result of public input through workshops and open houses, key stakeholder input through one-on-one interviews, and the use of a steering committee comprised of public officials and other community representatives to guide the process.

Acknowledgements

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Lebanon Vision Statement

“The Mission of the City of Lebanon Comprehensive Plan is to establish a land use development pattern that will provide 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 best suited for residential, commercial, and industrial development.” – 1999 Comprehensive Plan

Planning Mandate

Lebanon has an advisory plan commission that serves the incorporated areas of the city. State law encourages planning jurisdictions to adopt unified development tools and regulations such as comprehensive plans, zoning ordinances, and subdivision control ordinances.

In accordance with the Indiana Code Title 36, Article 7, Section 4-501, a comprehensive plan for the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development is required and shall be maintained by the Plan Commission in order to enact zoning.

Further, IC 36-7-4-502 states the required minimum plan elements, which are listed below.

1. A statement of objectives for the future development of the jurisdiction.
2. A statement of policy for the land use development of the jurisdiction.

State law allows the incorporation of more sections into a plan to address the issues and goals specific to the jurisdiction. Sections can include the natural environment, parks, education, utilities, and several other topics.

Public Input

Several methods were used to ensure that the updated Comprehensive Plan reflects the public’s opinions and desires. These methods include:

Steering Committee Meetings – Meetings were held with 21 members of the Lebanon community. These people represented various interest groups, including economic development, schools, and various government departments. This group met several times to review the progress of the Comprehensive Plan and provide input for revisions.

Key Groups – Several groups with vested interests in Lebanon were asked to provide input. These groups included downtown merchants, property owners, public officials, school officials, developers and builders, realtors, and the Lebanon Community Visioning Committee. Each group met once in order to inform them of the plan and allow them to express their concerns and desires for the plan.

Public Workshop – A public workshop was held during the process to inform the public about the Comprehensive Plan, as well as to gain public input about land uses, assets, and desires for the City. Input from Lebanon residents is a vital component for a Comprehensive Plan in order to ensure that the Plan will meet the City’s expectations and provide them with guidelines for maintaining the type of community that the residents want.
Location

The City of Lebanon is located in central Indiana in Center Township of Boone County. The City lies along Interstate 65, roughly 30 miles northwest of Indianapolis. Other nearby urban centers include Danville to the south, Frankfort to the north, Crawfordsville to the west, and Noblesville to the east. Another major urban center near Lebanon is Lafayette, which lies roughly 40 miles northwest of Lebanon on Interstate 65.

In the larger region, Lebanon is less than a three-hour drive or 150 miles from several regional urban centers including Louisville, Kentucky, Cincinnati and Dayton, Ohio, Chicago, Illinois, and Fort Wayne, Indiana.

City Background

The City of Lebanon was established on April 30, 1830. Its founders were General James Perry Drake and Colonel George L. Kinnard of Indianapolis. They came to Boone County with the intention of creating a town to serve as the official county seat. The land they purchased and began to plat was already near the geographic center of Boone County. They secured the town’s designation as the county seat in 1832 when they offered to donate several plots of land to the county and provide materials for the first County Courthouse.

A man named Adam French, one of the first commissioners, chose the name of the town. He chose the name Lebanon in recognition of the Cedars of Lebanon from the Bible.

At first, Boone County Circuit Court was held in two log structures within the city. The next Courthouse, built in 1839, lasted just under 20 years failing due to a crumbling foundation. In 1856 another Courthouse was built. This Courthouse was a larger, statelier brick building. This structure was then torn down to make way for a new Courthouse in 1909, built from Bedford, Indiana limestone which is the one currently standing in Lebanon.

When Lebanon was first platted, the central square with surrounding plots of land created the City’s small town atmosphere. This familiar community setting still exists in Lebanon.
Downtown Lebanon currently has a variety of business and retail activities. The rest of the city is a mixture of residential, commercial and industrial land uses in urban and rural areas.

Within the city there are various landmarks of significance, one of which is the Courthouse. The Courthouse also has a special historic significance in part because of its contribution to the City’s character, but also because it was listed in the National Register of Historic Places in 1986.
BACKGROUND INFORMATION

CHARACTER AND IDENTITY
Introduction

Lebanon has many assets that are highly regarded by residents including the City’s rich history and small town atmosphere. Many residents appreciate the mix of rural and urban settings that can be found in close proximity to each other. Lebanon’s downtown traditional town square is the site of the historically significant 1909 County Courthouse surrounded by a mix of historic and more modern architecture.

Lebanon’s location is advantageous for business and growth. The City lies along I-65, with four interstate interchanges providing easy access to nearby urban centers such as Indianapolis, earning the City its reputation as a distribution center hub. These four interchanges provide important gateways into the community from various directions. These gateway interchanges are at US 52, SR 32, SR 39, and Indianapolis Avenue.

The gateways are essential elements of the perception that visitors form of Lebanon. In addition to the gateways, the corridors create a first impression of the City, making them vital components of Lebanon’s overall image.

The interchange of I-65 at US 52 provides a gateway into Lebanon on the north, mainly into residential and rural areas. This gateway is also a link to the newly developed Witham Health Services on the north SR 39. The interchange at SR 32 provides a gateway on the west side of the City near prominent industrial development and the growing Lebanon Business Park. The interchange at SR 39 provides an entry into Lebanon from the south directly to downtown. This interchange and the interchange at SR 32 are the most highly used interchanges. The final interchange at Indianapolis Avenue provides a gateway into Lebanon from the southeast. The Indianapolis Avenue corridor branches off from I-65 on the south side and travels northwest until it reaches Downtown. It is one of the most visually prominent corridors.
Character and Identity Goals and Objectives

Goal 1: Facilitate the creation of attractive gateways into the community

1 Improve the appearance of gateways into Lebanon.
   Gateways can be improved through code enforcement and through additional
gateway and corridor design standards for both commercial and residential properties.
Main gateways into Lebanon include the Indianapolis Avenue Corridor, and the I-65
interchanges with SR 39 and SR 32.

2 Consider the addition of gateway overlays to the corridor overlay districts in the
   zoning ordinance.
   Overlay districts for gateways can provide the City with a tool for gateway
   improvement and maintenance. Overlays should address welcoming signage, access
   management for development, landscaping, utility, lighting, and site layout standards.
The use of the overlay districts will yield higher standards through and more scrutiny
in design review which will result in development that is in context and that produces
positive images.

3 Improve signage standards for commercial areas throughout the city.
   Signs are a highly visible representation of the City, businesses, and organizations
   that they represent. Design standards for signs should be regulated by the City to
   ensure high quality well placed signs and to ensure that potential signage clutter
   will not become a safety hazard for drivers.

4 Coordinate public improvements.
   Incorporate the implementation of gateway and corridor
design plans in the Capital Improvements Plan to coordinate,
establish priorities, and financing options.

5 Support local initiatives.
   Lebanon has various organizations interested in improving
   the City’s image, such as the Gateway Association, a group
   of merchants who are trying to encourage all businesses
   along the Indianapolis Avenue corridor to adhere to current
   ordinance and Community Visioning Committee standards.
   With City support and cooperation, these groups become
   valuable assets of the community.

Goal 2: Enhance the perceived image of Lebanon.

1 Implement strategies to create a new image for Lebanon.
   Support the Community Visioning Committee’s and the
   Chamber of Commerce’s action-oriented strategy to improve
   Lebanon’s image. Examples are to increase the amount or size of festivals, fairs, and
   other community-oriented activities, improving gateways and better marketing of
   the City to the surrounding region.

2 Discourage “threats” to the city’s character.
   The City should discourage patterns of land use and development that threaten the
   historical elements of Lebanon’s character. Avoid development patterns that are
   inconsistent or out of context with existing development. Promote the historic
   resources to capitalize on the economic and cultural value.
3 Amend the Zoning Ordinance as necessary to realize higher quality development and to promote livability for commercial and residential uses.
Promote aesthetically pleasing new development which includes improved site layout, enhanced architectural features, landscaping and signage, quality building materials, pedestrian-scaled design and vehicular and pedestrian connectivity.

4 **Encourage the development of cultural, retail and recreational amenities.**
Promote the creation of facilities that will enhance the quality of life by encouraging pedestrian travel, community gathering spaces for festivals and farmers markets, and the enhancement of natural features.

5 **Adopt context sensitive guidelines.**
Prepare guidelines that assist the blending of the old and the new residential and commercial development and roadway improvements.

6 **Pursue an urban forestry program.**
Establish an urban forestry program in the urban and suburban residential neighborhoods. The City Parks Department could take the lead in educating and guiding the public, obtaining private funding and encouraging volunteer support.

**Action Steps**
- Research image promotion techniques in other communities or survey citizens to gain opinions on the desired image for Lebanon.
- Inventory Lebanon’s committees to create a database of organizational resources.
- Review and revise ordinances for potential changes to development and design standards as necessary.
- Review and revise existing sign standards as necessary.
- Create gateway overlay design standards in the zoning ordinance.
- Conduct gateway corridor studies to identify recommendations specific to each corridor.
- Educate the community about the features (historic, natural) which should be preserved or enhanced.
- Enforce the Zoning Code and promote beautification and maintenance.
- Create standards for non-residential development in the Zoning Code.
- Continue adaptive reuse of structures such as the “Senior Memory Center” which was previously a school.
Critical Area: Indianapolis Avenue Corridor

Indianapolis Avenue runs southeast from Downtown Lebanon intersecting directly with northbound I-65. Indianapolis Avenue also forms a portion of the SR 32 route through Lebanon. This road is an important gateway and image forming corridor for Lebanon. Though this corridor is the focus of this section, the recommendations can be applied to many roads and streets throughout the City.

This corridor includes a variety of existing land uses including commercial, residential, and light industrial. Development has occurred in a haphazard way with no regard to image or unifying elements. The corridor has prominent overhead utilities, unkempt properties, and lacks sidewalks and street trees.

Recommendations for corridor improvements fall under several categories and include:

Gateways

![Gateway into Lebanon along the Indianapolis Avenue Corridor](image)

![Lebanon’s current welcome signage](image)

Streetscape

- electrical and cable utilities should be buried
- pedestrian and vehicular accessibility
- shared access driveways and cross-access easements to limit curb cuts
- sidewalks should be provided on both sides of the corridor
- pedestrian walkways or special pavement should be used to make connections from the corridor to adjacent businesses
- crosswalks for pedestrian safety

![Examples of updated welcoming signage with attention to materials, lighting, and landscaping](image)

![Median landscaping can soften and unify disparate land uses along a corridor](image)

![A residential segment of the corridor](image)

![An industrial segment of the corridor](image)
Architecture
Architecture should be compatible with the built environment, should not be generic, should respect the city’s character and values, and should be attractive to prospective consumers. Pay attention to:

- form, mass and scale of structures
- facade materials and colors
- appearance from all 4 sides including service area
- roof design

Signage
Signage should create a positive perception and shouldn’t contribute to the visual blight of the businesses, the corridor, or the City as a whole. Pay particular attention to:

- maximum sign height
- maximum sign area
- type of illumination
- legibility of copy
- materials of that complement the primary structure
- landscaping

New development should be encouraged to provide ground mounted signs to reduce visual clutter and set the tone for the City’s image.

Post and suspended signs are in scale with the character of Indianapolis Avenue.
Site Planning
Organized site planning promotes a pedestrian-friendly town character. Pay particular attention to:

- maximum setbacks to match existing development patterns
- parking placed to the side and rear of buildings and well screened (minimal parking in front)
- entrances oriented to the street
- discourage “big-box” retail along Indianapolis Avenue
- orientation of the site and structures to the street

Buildings with minimal setbacks are part of the historic development pattern and contribute to the pedestrian scale of the street.

Landscaping
Landscaping unifies haphazard development and adds shape to a corridor. It can lower energy costs and when properly chosen and sited will not interfere with commercial signage. Pay particular attention to:

- canopy or shade trees for streets
- ornamental or understory trees for buffers or accents
- shrubs to screen parking areas, dumpsters, enclosures, or ground-mounted mechanical facilities or equipment
- medians
- enhancing entries to businesses

These diagrams depict changes in size, scale, mass, height, roof shape, and setbacks along a streetscape that would not be recommended.

Existing overhead wires are the dominant vertical element along the corridor.

Landscaping for commercial frontages and parking lots.

Street trees should have open canopies to minimize obscuring signs in commercial areas.
Lighting
Include lighting that is decorative and coordinated. Pay particular attention to:

- shields for lights adjacent to residential developments
- lighting that reflects the character of the architecture or the district
- lighting that does not create light pollution or trespass

Lebanon currently has several examples of unique lighting within both downtown and residential settings. Additional lighting such as this is recommended for Indianapolis Avenue.
BACKGROUND INFORMATION

NATURAL ENVIRONMENT, PUBLIC FACILITIES & INFRASTRUCTURE
Introduction

This section of the Comprehensive Plan includes three main topics: Parks and the Natural Environment, Public Services, and Infrastructure.

The natural environment has been an important issue of discussion with regard to the existing floodplain delineations in Center Township and the City of Lebanon. The most significant water feature is Prairie Creek. The floodway and floodplain designations are believed to be based on older hydrologic data and not truly representative of where the current floodplain exists.

According to residents and some public officials, Lebanon does not currently have enough usable parkland to properly serve residents and outside visitors. Lebanon currently has approximately 7.0 acres of parkland per 1000 residents, while nearby communities average higher, such as Indianapolis with approximately 16.2 acres per 1000 residents and Zionsville with approximately 30 acres per 1000 residents.

Public services such as emergency services and schools are also an important issue for Lebanon. The Lebanon Fire Department (LFD) has two stations and is currently understaffed. In addition to the manpower needed for the fire services, the LFD would like to see expansion into southern Lebanon near the 4-H Fairgrounds with the addition of another station. The schools have been feeling pressure from the recent increase in the student population and increases in students with special educational needs. These issues create a challenge for the Lebanon School system.

The Lebanon Utilities Water Department is currently investigating the addition of new wells in Abner Longley Park which could result in the possible creation of a water treatment facility on the south side. In addition, according to future service area maps, the Wastewater Department intends to extend utility service areas approximately one-half mile north of the City along SR 39, west of the City one mile, and southwest of the City along I-65 down to CR 500S and SR 267. These areas are the most logical choices for annexation into Lebanon, but are dependent on the installation utility lines.
Environmental Goals and Objectives

Goal 1: Encourage design that is compatible with Lebanon’s natural setting.

1. **Encourage design that is harmonious with the existing natural environment.**
   New development should respond to its setting. The preservation or conservation of natural areas through site and architectural design employing minimal site disturbance and incorporating natural building materials is important. This harmonious design can be accomplished through thorough Technical Advisory Review and coordination with County, State, and Federal agencies such as the Indiana Department of Environmental Management (IDEM), Department of Natural Resources (DNR) or the US Environmental Protection Agency (EPA).

2. **Promote the preservation and enhancement of existing wetland areas and the addition of constructed wetlands as an integral part of development.**
   Wetlands serve both to naturally filter water and as wildlife habitat. These areas should be both protected and preserved. Constructed wetlands should be considered to provide a more natural method of stormwater management runoff from residential, commercial, and industrial development.

3. **Protect and preserve the Prairie Creek corridor.**
   Recognize the significant recreational, aesthetic and natural resources of Prairie Creek. Explore the opportunity to create a greenway for pedestrians and other non-motorized travel that runs along the creek side and connects to neighborhoods, commercial areas and other designated trails and paths.

4. **Consider conservation subdivision design to preserve open space.**
   Conservation subdivisions permit the same numbers of lots as traditional subdivision layouts, but allows the lots to be clustered in order to provide contiguous land to preserve a natural resource.

Goal 2: Minimize negative environmental impacts that can occur from development.

1. **Encourage environmentally friendly industrial practices.**
   Both existing and new industrial development should be encouraged to consider the environmental implications of their operations and to implement practices that minimize adverse impacts to surrounding land uses and the natural environment.

2. **Coordinate with County and regional waste management authorities.**
   Lebanon should coordinate with the Boone County Solid Waste Management District and regional waste management authorities to regulate the placement and management of solid waste within the City. Currently, the county does not have a landfill and has only one transfer station southeast of Lebanon near Whitestown.

3. **Promote pollution minimizing forms of transportation.**
   New development and an increased population produces more traffic contributing to more air pollution. Encourage developments that include pedestrian and bicycling trails and promote street interconnectivity which reduces the numbers of trips generated. Explore opportunities for public transportation.
What is Wellhead Protection?
The term “wellhead” refers to the area that surrounds drinking water wells. Natural filtering systems are not always fast enough to keep up with the level of pollution occurring, and over the years these wellhead areas can become contaminated for several reasons, such as the existence of abandoned underground storage tanks, or nearby industrial and commercial uses. When contamination occurs, the groundwater can become hazardous and it is possible that this could lead to the contamination of the entire public drinking water supply.

To help solve these issues, the Safe Water Drinking Act (SWDA) was first passed in 1974 and later amended several times. The SWDA mandates a wellhead program for all public water systems that use groundwater for drinking water. In 1997, the Indiana Wellhead Protection Program (IWPP) was placed into effect to mandate community public water supplies.

How Does the IWPP Work?
An IWPP is regulated by the Drinking Water Branch of the Indiana Department of Environmental Management (IDEM). Indiana requires that all community public water supply systems (CPWSS) have an IDEM-approved wellhead protection plan. This plan includes:

• public notification
• requiring the CPWSS to delineate protection areas around drinking water wells
• identifying potential sources of contamination to the wellheads
• working with the community to create a plan for the protection of public water supplies

These plans must include, at minimum, an education component, but could also include ordinances, zoning, monitoring, and the implementation of best management practices.
4 Support wellhead protection practices.
Lebanon currently has three wellhead sites: 1) near downtown, 2) on the south side of the city, and 3) approximately eight miles north of the city. It is important to protect wellhead sites and wellfields from the impacts of development to ensure that hazardous material do not infiltrate these water resources.

Goal 3: Encourage preservation and protection of the natural environment.

1 Protect and enhance Lebanon’s riparian areas.
The riparian (streamside wooded) areas such as Prairie Creek, should be protected, preserved, and enhanced. Riparian areas perform vital water quality functions and provide habitat for a variety of plants and animals.

2 Encourage the preservation of wooded areas.
The removal of existing mature trees for new development should be discouraged. Wooded areas should be protected, preserved or conserved through regulation by the Zoning and Subdivision Ordinances. In addition, developers should be encouraged to incorporate existing wooded areas into their site designs in order to create a more natural and value-added development.

3 Protect Lebanon’s lakes, creeks, ponds, and streams.
Lebanon can support the protection of valuable water resources through enforcement of environmental regulations, appropriate setback, land uses and edge design standards.

4 Identify accurate flood hazard areas throughout the City and Center Township.
A large portion of central Lebanon and several areas within Center Township are considered to be either floodplains or floodways according to the current National Flood Insurance Rate maps. The elevations of the floodplains may not be accurate and could hinder development opportunities for Lebanon. The City should encourage a reevaluation of the floodplain designations. Floodplains and floodways should be protected from inappropriate development and maintained as community resources.

5 Eliminate septic systems.
Most septic systems have a lifespan of 25 to 30 years and require cleaning every 3 to 5 years. New development within the proposed utility service areas should be required to hook on to Lebanon Utilities’ sewers as should areas that are recommended for future annexation. For those areas outside of Lebanon, coordination between City and County utility and drainage boards should occur.

Action Steps

- The City and Boone County should consider requiring easements for a linear corridor along Prairie Creek for greenways and recreation and to create buffers to protect water quality.
- Work with state agencies to update the current Flood Insurance Rate Maps.
- Create a city-wide bike, pedestrian, and greenway corridor master plan.
- Work with the Indianapolis Metropolitan Planning Organization (MPO) for regional transit linkages.
- Develop ordinances which provide incentives to preserve existing trees.
- Become a “Tree City”. Increase the urban forest.
- Develop environmental education program through the schools, community and faith-based organizations to increase appreciation and awareness of environmental issues.
Profile: Riparian Areas

What is a Riparian Area?
Riparian areas are also known as streamside forests. They are the wooded areas along rivers and streams. These areas are a complex ecosystem vital to the protection of stream and river water quality. These areas include some of the richest varieties of plants and animals in most regions.

Why are Riparian Areas Important?
Land along waterways has significant ecological and aesthetic value that enhances the natural environment of a community. The presence of riparian areas also adds value to properties with water access, as they are often prime locations for development.

Many communities depend upon local rivers and streams for recreation, drinking water, and natural resource areas. The trees provide shade which regulates water temperatures. The loss of riparian areas along such waterways is a major cause of decreases in water quality and loss of wildlife habitat.

How are Riparian Areas Identified?
Healthy riparian areas are typically composed of large trees, woody understory trees and shrubs, and smaller flowers, grasses, and groundcover. Well maintained and managed riparian areas are able to influence the physical, chemical, and biological characteristics of the stream by:

1. Providing food, shelter and natural linkages for a wide variety of plant and animal communities.
2. Shading and cooling the stream to enhance aquatic habitats.
3. Filtering sediments and pollutants, preventing them from entering the stream or waterway.
4. Stabilizing river banks and reducing bank erosion.
5. Providing flood control.
Who Regulates Riparian Areas?

In Indiana, the Indiana Department of Natural Resources has the authority to regulate riparian areas for water quality purposes. Often times, local governments (County Surveyor) may regulate, to some extent, development or encroachment to riparian areas through planning and zoning controls.

The Natural Resource Conservation Service (NRCS) has developed Conservation Standards for Riparian Forest Buffers (Code 391). These standards are site specific and will vary depending on the size of the waterway and floodplain. Most standards address an area ranging from 35 to 150 feet on either side of the stream. The ideal riparian area includes three zones for management in which development should be restricted. These zones, listed in sequence from the edge of the stream, are as follows:

- **Undisturbed Forest** - This zone is adjacent to the stream and is ideally 15’ in width. Removal of vegetation is not permitted.
- **Managed Forest** - This zone is ideally 60’ in width and harvesting of older vegetation is encouraged to support better filtering/removal of nutrients through younger, faster growing vegetation. Grass is not a substitute for the younger, faster growing plants. The runoff over grass is rapid, allowing no time for filtering.
- **Runoff Control** - This zone is ideally 20’ and may be pastured, farmed for hay or mowed for recreational purposes. Pesticides and other chemicals should not be used within these zones in riparian areas.
Why Is Floodplain Management Important?
While many areas have flood problems, floodplain lands can be valuable community assets. The natural resources that are contained in these areas, as well as the natural functions of these resources, can contribute to the overall quality of life. When floodplain areas are left in or restored to a natural state, they can not only reduce the severity of flooding, but better handle stormwater runoff and help prevent pollution of the natural water system.

Floodplain or Floodway?
The floodway is the channel of a river or stream and those portions of the land adjoining the channel which are reasonably required to carry and discharge the peak flow of the regulatory (100-year) flood. The areas adjoining the channel which have been or may be covered by the regulatory flood is the floodway fringe. The floodplain includes both the floodway and the floodway fringe districts. Generally, the floodway should be kept clear of structures and other impediments to drainage flow. Floodway fringe areas may have limited development, but it should be carefully managed to ensure minimum impact on drainage and damage to structures.

Floodplain Management Practices
There are many steps that communities can take to manage their flood-prone areas in a way that maintains effective drainage and provides quality of life benefits. This includes:

Preventing Increases in Flood Losses
1. Establishing floodplain regulations that limit new construction in these areas.
2. Information and education programs for those who live in or near floodplain areas.

Reduce Flood Risk for Existing Development
1. Acquisition & Relocation programs for at-risk properties.
2. Participation in the National Flood Insurance Program.
3. Structural measures to improve drainage, such as channel alterations, land treatment measures, and on-site or regional detention systems.

Preserve & Restore Natural Floodplains
1. Wetland and riparian area restoration projects
2. Floodplain and wetland protection regulations
3. Develop floodplain areas with complimentary uses such as parks, nature preserves, or other low-impact recreation facilities.
4. Appropriate floodplain management practices will reduce the long-term cost to the community of cleanup and repair should a major flood event occur.
Goal 1: Encourage the expansion and increased use of public recreation areas and facilities.

1 **Support and expand the Parks and Recreation Master Plan.**
   Efforts should be made to coordinate and combine municipally-owned public open spaces with schools, church facilities, and private recreation facilities such as the YMCA or the Boys and Girls Club to provide sufficient recreation opportunities. Expansion of the parks should reflect the needs of the population.

2 **Provide accessible park, recreational, and open space facilities.**
   Park and open space facilities should be accessible to people of all ages, interests, and abilities including specific interests such as skateboard parks, mountain bike parks, and ballfields. Parks and open spaces should also be accessible to all people including residents, workers within Lebanon, and visitors to Lebanon.

3 **Coordinate park creation and promotion efforts.**
   Coordinate the efforts of the Lebanon Parks department with other City departments, regional and state authorities, and any organizations that promote parks and recreation in Indiana, such as the Indiana Park & Recreation Association, the Indiana Bicycle Coalition, the Hoosier Rails-to-Trails Council, or many other organizations.

4 **Promote regional park and trail connectivity.**
   The Center Township Thoroughfare Plan identifies three potential trail corridors within Lebanon that connect with surrounding cities to create a larger regional trail system. These trail corridors are the Midland Trail, the Lebanon Zionsville Trail, and the Farm Heritage Trail. Lebanon should maintain relationships with Boone County and surrounding cities and towns to ensure coordinated planning of regional park and trail systems.

5 **Consider implementing park impact fees.**
   Park impact fees can be used to pay for the increased needs of new development to fund the acquisition and development of additional parks.

6 **Support parkland dedication.**
   Explore the dedication of open space within new residential development. The open space should be usable, accessible and built to Parks and Recreation Department standards. The method of ongoing maintenance for dedicated parks should be included in the development plans.

**Action Steps**

- Explore opportunities for regional cooperation/coordination to provide recreational facilities and programs.
- Create or maintain unique signage with logos or slogan for public recreational facilities to identify recreational sites, such as parks, trails, or natural preserves, while ensuring that the signage is compatible with the natural settings.
- Educate the public about parkland and open space, and involve citizens in decisions that will have an impact on the larger community.
- Explore potential funding sources for expanding Lebanon parks and for additional facilities such as greenways or recreational open spaces along Prairie Creek.
Goals and Objectives

NATURAL ENVIRONMENT, PUBLIC FACILITIES AND INFRASTRUCTURE

• Encourage the creation of a parkland acquisition program for the City.
• Explore opportunities for the creation of small parks or “pocket parks” in Lebanon’s urbanized areas.
• Regularly update the Parks Master Plan.
• Require easements from new development along the potential trail corridors.
• Adopt park impact fees.

Public Services Goals and Objectives

Goal 1: Support the expansion of health care and emergency response facilities.

1. Encourage the continued development of health care facilities within the City.
   Easily accessible health services and hospitals are major components that contribute to the quality of life of a City. Witham Health Services and similar organizations provide major assets for Lebanon and should continue to be supported by the City and expanded when possible.

2. Continue to support and expand the Lebanon Fire Department.
   Explore opportunities to expand Lebanon’s fire protection programs including increases in service areas, station locations, equipment, staff, facility improvement, and interdepartmental agreements with the County for emergency calls.

Goal 2: Support Lebanon’s various educational institutions including primary, secondary, and post-secondary education.

1. Encourage collaboration among educational stakeholders.
   Educational stakeholders, community and faith-based organizations, institutions of higher education, and businesses should work together to ensure that Lebanon’s overall education system is of the highest quality possible.

2. Support the expansion and improvement of Lebanon’s school system.
   The City should coordinate with the school corporation to ensure support in an expanding school system. Possible expansion programs may strive to meet the needs of a growing student population, including classrooms, equipment, staff, and other necessities. Lebanon should also support the services provided by the school corporation and community organizations including educational facilities and programs for early childhood education and youth activities.

3. Promote institutions of higher learning in Lebanon.
   The City should promote and seek opportunities for the expansion of higher learning facilities within the community to include job skill training, trade school, and collaborations with existing colleges and universities.

Action Steps

• Support health care facility expansion through the designation or reservation of land on the hospital campus.
• Coordinate fire service areas and emergency response needs with the County and adjacent jurisdictions.
• Create strategies for the expansion of education assets.
Utilities and Infrastructure Goals and Objectives

Goal 1: Support the expansion of Lebanon Utilities.
1 Coordinate the expansion of Lebanon Utilities for water, wastewater, and storm water, and communication services.
   New development in Lebanon or in areas of potential annexation should be required to hook on to the City’s utility services, as should existing uses that are currently served by septic systems. The City should refer to the Wastewater Utility Master Plan and feasible utility service areas when considering areas of expansion and annexation.

2 Utilize the expansion of utility service as a land use planning tool.
   The expansion of utility service can serve as a tool for land use planning by allowing the City to extend utilities only to areas of preferred development. Land use designations for these areas are determined by the Future Land Use Map and this map should be used as a tool to guide utility expansion.

3 Support standards for the expansion of utility service.
   Lebanon should develop standards for utility expansion such as the procurement and protection of easement rights along potential utility corridors. The City should set development and design standards for utility lines and easements.

4 Coordinate with regional utility service providers.
   Lebanon Utilities should coordinate with regional utility service providers, such as Whitestown and Zionsville, when planning for utility expansion. Currently there is an overlap between the Whitestown Comprehensive Plan and the Future Service Areas for Lebanon Utilities.

Goal 2: Effectively manage solid waste.
1 Coordinate with regional solid waste authorities.
   Lebanon should work with the Boone County Solid Waste Management District and the Indiana Department of Environmental Management to regulate the placement and management of solid waste within the City. Lebanon does not currently have a solid waste transfer station within City Limits, but one exists within Boone County southeast of the City.

Goal 3: Effectively manage stormwater.
1 Protect Area Floodways and Floodplains.
   Maintain the community’s floodways and floodplains as natural spaces primarily for flood and erosion control, water quality management, and groundwater recharge. Development should be managed carefully and well-buffered in the vicinity of these sensitive areas.

2 Participate in Countywide Storm Water Management.
   Encourage innovative alternatives which are also aesthetically-pleasing. Design systems that mimic natural occurrences or that integrate the collection of stormwater into building and site design. Create design standards and Best Management Practices (BMPs) which allow for retention ponds with landscaped edges, roadside bioswales, constructed wetlands, pervious pavement and other practices.
Goal 4: Continue maintenance of City infrastructure.

1. Encourage ongoing maintenance.
   Encourage ongoing maintenance for City infrastructure such as sidewalks, streetlighting, roads, and signage.

Action Steps

- Adopt development standards such as setbacks, easements, and buffers which protect the natural drainage and habitat of rivers and streams. Dedication of easements at the top of bank will create the foundation for greenway corridors.
- Establish Best Management Practices that encourage innovative, environmentally sensitive techniques for channeling runoff such as vegetated swales, site design with minimal grading, and porous pavement in low traffic areas.
- Adopt and enforce erosion control measures, especially during construction.
- Explore alternative funding methods for infrastructure construction and maintenance.
- Coordinate annexation plans with utility expansions.
- Explore opportunities to annex Boone County Airport as a strategy to provide utility services southwest of Lebanon.
- Update the Utility Master Plan to coordinate with the Land Use Plan.
- Improve sidewalks and curbs city-wide.
- Add new streetlighting city-wide.
Introduction

From 1990 to 2005, the housing stock of Lebanon increased by almost 1,800 units, or a 36% increase. From 1996 to 2005 there was an addition of 740 single-family housing units and an addition of 426 multifamily housing units. This high increase of multifamily housing units versus detached units is a cause of concern for the City. Also of concern are the standards to which the new homes are being designed and constructed.

The rapid increase of certain types of housing units has caused the housing stock to become unbalanced and to have an overwhelming impact on City services and schools. Lebanon needs to work with developers, schools, and residents to determine the appropriate housing mix for the City and to create strategies to achieve this mix.

Housing Goals and Objectives

Goal 1: Promote consistent and balanced residential development patterns.

1. Encourage a balance of housing types.
   A variety of housing types should be available within Lebanon. Housing must be able to meet the needs of the public and meet the demands of various ages, income levels, lifestyles, personal preferences, densities, and scales.

2. Support increased densities (small lots) to preserve natural features.
   Encourage developers to create more dense residential developments but with high quality design standards. This can ensure the creation of more publicly accessible open space or the preservation of natural features and agricultural land.

3. Infrastructure and services should keep pace with development
   Ensure that adequate services are available for additional residential development. Residential development should occur only where full public services are available and should be developed to meet recommendations made by fire and other safety officials.

4. Stabilize the growth of multifamily housing.
   The number of units of multifamily housing in Lebanon has grown dramatically during the past decade creating issues for the City and for Lebanon schools. A stabilization of multifamily growth will encourage a greater balance of all housing types. The need should be assessed and the Land Use Map should be referred to prior to approval of multifamily development.

5. Encourage infill development and utility improvements in existing and expanding neighborhoods.
   Lebanon should encourage developers to create residential development or redevelopment in existing neighborhoods where neighborhood services already exist. The convenient access of existing utilities can cut down the high costs of municipal utility installation. Utilities that currently exist in growing neighborhoods should be monitored for needed utility expansion to accommodate infill development.

6. Encourage residential development in downtown Lebanon.
   Lebanon should encourage business owners and developers to create residential units in downtown Lebanon. These units can be created in combination with commercial structures, such as the development of second story apartment units to create a greater mixture of uses downtown. Lebanon’s zoning ordinances should be revised to allow these types of residential development.
Goal 2: Encourage the creation of high quality residential neighborhood design standards.

1 Improve residential design standards.  
The quality of residential developments and residential construction, especially along highly visible corridors, contributes to the overall image of a community. The City should establish design standards which address architectural features, building materials, street trees, and lighting to improve the quality of its housing stock and the City image.

2 Support high quality housing in the Downtown Lebanon.  
Residential infill development should be well designed and in context with the existing downtown neighborhoods. This would include achieving downtown densities, meeting safety requirements, and ensuring that new residences do not negatively affect current historic downtown residences.

3 Support the rehabilitation of older homes in Lebanon’s neighborhoods.  
Encourage neighborhood-based improvement initiatives, such as neighborhood organizations, a community development corporation (CDC), or similar organizations that encourage or are able to fund the clean up, maintenance and improvements to the homes and neighborhoods.

Goal 3: Support neighborhood interaction.

1 Encourage connectivity between neighborhoods.  
New residential developments should be designed to encourage connectivity and interaction between future and existing neighborhoods. This can be done through the addition of sidewalks and trails and connecting roads.

2 Encourage the inclusion of recreational areas or open space in neighborhoods.  
Common open spaces and recreational facilities can become focal points or gathering spots for neighborhood residents. These recreational or open space areas can serve as public parks within the City and can become potential areas of connection to citywide or regional trail systems.

Action Steps

• Revise the zoning ordinance to allow second-story housing above commercial (mixed-use) in the Downtown-CBD.
• Revise the zoning map to reflect the existing multifamily zoned properties.
• Regularly update the Utility Master Plan to ensure efficient service both to existing and potential residential development.
• Strengthen the Central Business District zoning classification to ensure that new housing meets desired density, safety, and historic preservation standards.
• Revise the zoning ordinance to strengthen residential neighborhood design standards.
• Explore opportunities for the creation of neighborhood organizations.
• Promote the increase in development of higher value ($200,000 - $300,000) housing units by 2010.
• Revise the ordinances to provide more usable open space that is not also used for stormwater management (retention ponds) in coordination with new development.
4 Goals and Objectives

HOUSING

- Review the ordinances to ensure that design standards and safety standards meet the recommendations of fire and other safety officials.
- Enforce the Zoning Code to ensure neighborhoods are clean and maintained.
- Continue to involve all City departments and school officials in discussions and review of Concept Plans and Primary Plats prior to public hearings.
- Require fiscal impact analyses to be submitted with preliminary concept plans.
The type of housing changed in Lebanon from 1990 to 2000. According to the US Census, the largest increase in housing unit type was that of single-family units. Following that was an increase in multifamily housing serving more than five families per structure.

There was also a shift in home value between 1990 and 2000. The pie charts show the 1990 break down of homeowner occupied home value, versus the 2000 breakdown. In 1990, the largest number of homes within Lebanon fell into the $35,000 to $75,000 range. In 2000, the largest number of homes fell into the $80,000 to $150,000 range.

Residents and City officials have expressed the desire for a more balanced mix of housing within Lebanon, both in housing type and home value. This could be achieved by encouraging developers to build higher value homes or homes above $150,000 in value. Utilizing the housing value breakdown, Lebanon may want to aim for an increase from 8% to 10-15% of their housing stock falling within the $150,000 to $200,000 range, and an increase from 3% to 5-7% of their housing stock falling within the $200,000 to $300,000 range such as in the 2010 pie chart. Lebanon may also want to see the number of multifamily units stabilize, sensing that they may have already accommodated the demand.

When attempting to achieve a better balance of housing type and value within Lebanon, the City should remain aware that Lebanon will need to grow to achieve this balance. If a change in the City’s housing value occurs due only to the migration of current residents into homes of higher value, this will leave lower value housing vacant and possibly abandoned, creating further issues for the City to address.
ECONOMIC DEVELOPMENT
Introduction and Economic Setting

Lebanon is located roughly 30 miles northwest of Indianapolis, or approximately a 30-minute drive. Lebanon has an advantageous location for economic development. It is situated along Interstate 65 and with the downtown located at the intersection of two Indiana State Roads. This location, along with Lebanon’s dedication to industrial and large business economic development, has made it the premiere location for several businesses.

The Lebanon Business Park was recently developed on the southwest side of the City. This park is currently home to several businesses including NFI Industries which is a diversified transportation services company; General Cable Corporation which develops, designs, manufactures, markets and distributes copper, aluminum and fiber optic wire and cable products; a distribution center for the Pamida chain of department stores; Pearson Education, an educational publisher; and a distribution center for Gander Mountain, the retailer of outdoor sports equipment and apparel. There are also other businesses currently in the Lebanon Business Park and additional space for growth of new businesses.

Lebanon also offers other facilities which serve the industrial market, including Witham Health Services, a hospital facility on the north side, the Boone County Airport (BCA) located just southeast of Lebanon, and the Indianapolis Executive Airport (IEA), located roughly six miles east of Lebanon on SR 32. The IEA currently serves larger corporate aircraft than the recreational aircraft facilities at the BCA. In addition to these amenities, there are other nearby industrial and business facilities developing or being planned for development. These include the AllPoints at Anson industrial park and the Perry Industrial Park near the new Anson Development on I-65 just southeast of Lebanon.

The primary commercial retail areas are concentrated on State Routes 39 and 32. Here one finds most of the shopping, eating and entertainment establishments as well as local offices.

Lebanon’s downtown is also an important commercial center. The downtown is identified as the nine central blocks surrounding the Boone County Courthouse bounded by North, East, and West Streets and SR 32. This area is currently mostly commercial with some residential mixed in. There are few vacancies on the central square which includes institutional uses such as the Courthouse, Post Office, and Library, as well as a variety of retail shops, restaurants and entertainment venues.

See Chapter 6 for Downtown details.
Market Gap Analysis

The analysis of Lebanon’s commercial and retail market was based on research that is made available by Claritas, a marketing information resources company. This information was derived from the Consumer Expenditure Survey which is fielded by the U.S. Bureau of Labor Statistics and from the Census of Retail Trade, and is made available by the U.S. Census. The information is broken into supply versus demand for specific store types. For store types where the demand is greater than the supply, there is an opportunity gap in the market for that merchandise line which is shown by a positive number. This positive market gap indicates that there is an opportunity for the marketplace to gain revenue for that store type in the specific market geography. For store types where the supply is greater than the demand, a surplus occurs and is shown by a negative number and the understanding that there is little to no opportunity for that store type in the specific market geography.

The specific market geography chosen for Lebanon includes the majority of Boone County, including Thorntown, Whitestown, and Advance. Cities, towns, and rural areas that were not included in this market geography are assumed to travel to urban centers other than Lebanon, such as Indianapolis or Crawfordsville for the majority of their shopping.

The store types with the largest positive market gaps, and therefore the largest market opportunities, include Building Material and Supply Dealers ($28,030,000 gap), General Merchandise Stores ($27,214,000 gap), Automotive Dealers ($26,134,000 gap), and Department Stores (excluding leased departments) ($16,500,000 gap), as well as others including clothing, full service restaurants, and grocery stores.

A total of 36 store types are listed as having a positive opportunity gap, 31 of which have a gap of over $1 mil, and nine of those have a gap of over $10 mil.

Store types with the largest surplus of supply, and therefore the smallest market opportunities, include Gasoline Stations – without convenience stores ($22,995,000 surplus), Specialty Food Stores ($20,385,000 surplus), Gasoline Stations – with convenience stores ($15,390,000 surplus), and Direct Selling Establishments ($3,172,000 surplus).

Only six store types were shown to have this surplus, five of them having a surplus of over $1 mil, and three of those have a surplus of over $10 mil.

Left: The identified outline of the Lebanon market analysis area.
### Lebanon Market Gap Analysis (2005)

<table>
<thead>
<tr>
<th>Business Type</th>
<th>Demand Consumer Expenditures ($)</th>
<th>Supply Retail Sales ($)</th>
<th>Opportunity Gap Surplus/Shortage ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building Material and Supply Dealers-4441</td>
<td>39,516,000</td>
<td>11,486,000</td>
<td>28,030,000</td>
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<tr>
<td>General Merchandise Stores-452</td>
<td>52,981,000</td>
<td>25,767,000</td>
<td>27,214,000</td>
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<tr>
<td>Automotive Dealers-4411</td>
<td>88,230,000</td>
<td>62,096,000</td>
<td>26,134,000</td>
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<tr>
<td>Department Stores Excluding Leased Departments-4521</td>
<td>35,653,000</td>
<td>19,153,000</td>
<td>16,500,000</td>
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<tr>
<td>Clothing and Clothing Accessories Stores-448</td>
<td>18,935,000</td>
<td>4,850,000</td>
<td>14,085,000</td>
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<tr>
<td>Full-Service Restaurants-7221</td>
<td>17,760,000</td>
<td>6,175,000</td>
<td>11,585,000</td>
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<tr>
<td>Clothing Stores-4481</td>
<td>13,673,000</td>
<td>2,551,000</td>
<td>11,122,000</td>
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<tr>
<td>Grocery Stores-4451</td>
<td>43,081,000</td>
<td>32,199,000</td>
<td>10,882,000</td>
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<tr>
<td>Other General Merchandise Stores-4529</td>
<td>17,336,000</td>
<td>6,614,000</td>
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<tr>
<td>Pharmacies and Drug Stores-44611</td>
<td>18,249,000</td>
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<td>Electronics and Appliance Stores-443</td>
<td>9,940,000</td>
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<td>Electronic Shopping, Mail-Order Houses-4541</td>
<td>14,469,000</td>
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<td>Sporting Goods, Hobby, Book, Music Stores-451</td>
<td>7,870,000</td>
<td>557,000</td>
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<td>Other Motor Vehicle Dealers-4412</td>
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<td>Appliances, Televisions, Electronics Stores-44311</td>
<td>6,431,000</td>
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<tr>
<td>Sporting Goods, Hobby, Musical Instrument Stores-4511</td>
<td>5,436,000</td>
<td>491,000</td>
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<td>Auto Parts/Accessories, Tire Stores-4413</td>
<td>10,623,000</td>
<td>6,284,000</td>
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<td>Other Miscellaneous Store Retailers-4539</td>
<td>4,219,000</td>
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<td>Lawn/Garden Equipment, Supplies Stores-4442</td>
<td>4,291,000</td>
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<td>Computer and Software Stores-44312</td>
<td>3,174,000</td>
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<td>Limited Service Eating Places-7222</td>
<td>18,282,000</td>
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<td>Shoe Stores-4482</td>
<td>2,718,000</td>
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<td>Special Foodservices-7223</td>
<td>3,275,000</td>
<td>809,000</td>
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<tr>
<td>Book, Periodical and Music Stores-4512</td>
<td>2,439,000</td>
<td>67,000</td>
<td>2,372,000</td>
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<tr>
<td>Vending Machine Operators-4542</td>
<td>2,075,000</td>
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<tr>
<td>Beer, Wine and Liquor Stores-4453</td>
<td>2,650,000</td>
<td>906,000</td>
<td>1,744,000</td>
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<tr>
<td>Home Furnishing Stores-4422</td>
<td>4,824,000</td>
<td>3,117,000</td>
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<td>Furniture and Home Furnishings Stores-442</td>
<td>10,884,000</td>
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<tr>
<td>Optical Goods Stores-44613</td>
<td>1,674,000</td>
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<td>1,674,000</td>
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<td>Office Supplies, Stationery, Gift Stores-4532</td>
<td>4,987,000</td>
<td>3,646,000</td>
<td>1,341,000</td>
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<tr>
<td>Other Health and Personal Care Stores-44619</td>
<td>1,637,000</td>
<td>526,000</td>
<td>1,111,000</td>
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<tr>
<td>Cosmetics, Beauty Supplies, Perfume Stores-44612</td>
<td>913,000</td>
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<tr>
<td>Used Merchandise Stores-4533</td>
<td>1,149,000</td>
<td>285,000</td>
<td>864,000</td>
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<tr>
<td>Camera and Photographic Equipment Stores-44313</td>
<td>356,000</td>
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<td>356,000</td>
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<tr>
<td>Jewelry, Luggage, Leather Goods Stores-4483</td>
<td>2,563,000</td>
<td>2,299,000</td>
<td>264,000</td>
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<tr>
<td>Furniture Stores-4421</td>
<td>6,075,000</td>
<td>6,062,000</td>
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<td>Florists-4531</td>
<td>1,363,000</td>
<td>1,834,000</td>
<td>-471,000</td>
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<td>Drinking Places Alcoholic Beverages-7224</td>
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<td>5,336,000</td>
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<td>Direct Selling Establishments-4543</td>
<td>10,143,000</td>
<td>13,315,000</td>
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<tr>
<td>Gasoline Stations with Convenience Stores-44711</td>
<td>25,902,000</td>
<td>41,292,000</td>
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<tr>
<td>Specialty Food Stores-4452</td>
<td>5,815,000</td>
<td>26,200,000</td>
<td>-20,385,000</td>
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<tr>
<td>Other Gasoline Stations-44719</td>
<td>14,795,000</td>
<td>37,790,000</td>
<td>-22,995,000</td>
</tr>
</tbody>
</table>

Above: A table of all business types analyzed by Claritas.
Economic Development Goals and Objectives

Goal 1: Encourage business development within Lebanon.

1. **Encourage infill of new commercial development in downtown Lebanon.**
   Encourage retail, business, entertainment, and second-story residential development within downtown. In areas where traditional or historic buildings are vacant, Lebanon should consider extending incentives to businesses in order to facilitate filling these vacancies.

2. **Support the Downtown Plan.**
   The Downtown Plan element of this Comprehensive Plan gives recommendations for enhancement and expansion of infrastructure and visual improvements within and surrounding Lebanon’s downtown. This plan should be referred to and funding should be investigated for the implementation of the plan’s goals.

3. **Promote Lebanon’s quality of life to attract new business to the City.**
   Promote Lebanon’s assets to encourage business development and relocation. These assets include the City’s history and culture, the active and vibrant downtown, the health care advantages of Witham Health Services, educational assets, and recreational assets of the City’s parks and the proposed trail routes.

4. **Promote Lebanon’s location to attract new business.**
   Promote the I-65 interstate corridor, the active rail line, the City’s proximity to large urban centers such as Indianapolis and Chicago, the three major existing/proposed business parks and the active Central Business District.

5. **Support local entrepreneurship.**
   Local entrepreneurs are important assets of Lebanon. They are stakeholders with strong ties to the people, the history and the culture of the community. Lebanon should strive to support both existing businesses and potential business entrepreneurs.

Goal 2: Increase the diversity of businesses and enhance the commercial atmosphere in Lebanon.

1. **Encourage a variety of business types and operations.**
   A diverse economic base, including retail, office, service, entertainment, and industrial business, will provide more stability for Lebanon, as well as for the businesses located there. Investigate the addition of light industrial and distribution, research and development, and technology-based industries.

2. **Identify business types to attract.**
   Use the Claritas Market Gap Analysis included in this plan and input from the public and business owners as a guide for determining the types of businesses that Lebanon needs and should attempt to attract to the downtown area. Pursue these businesses.

3. **Enhance the appearance of neighborhood and community commercial areas.**
   Community sentiment seems to prefer high-quality, context sensitive development that will be an amenity to attract a more upscale clientele to reside and work in Lebanon. This requires careful site planning (orientation of buildings and parking), guidelines for architecture (design, rooflines, materials) and integration of open space and public art. Plant material is a key component to shade parking lots, reinforce the hierarchy of travelways, and softens the hard edges of the built environment. Encouraging developers to provide detail to highlight entries such as arcades and awnings, and to use signage that is compatible with the architecture and in scale add to the perceived image.
**Goal 3: Support and maintain Lebanon’s existing businesses.**

1. **Encourage and support the collaboration of community stakeholders.**
   Community stakeholders such as businesses owners, local organizations, educational institutions, and other entities are involved with their community or interested in community improvements. These groups can work together to improve the business and social atmosphere of Lebanon. One example is the Gateway Association, a relatively new merchant organization, made up of the merchants along the Indianapolis Avenue gateway corridor, that is interested in encouraging the improvement of the image along this corridor.

2. **Provide support for businesses.**
   Support or encourage strong business-education partnerships and business support organizations, such as the Community Visioning Committee, the Chamber of Commerce, and the Lebanon Economic Development Commission.

3. **Refine ordinances to support existing businesses.**
   Signage requirements, landscaping, lighting, standards for infill development downtown, design standards, and other ordinance requirements should be reassessed to ensure that business development is being supported, but not at the expense of the City’s image or goals for growth and future development.

4. **Maintain and clean up existing commercial areas.**
   Develop incentives for existing commercial property owners to conform to current ordinance standards to beautify and benefit the whole community such as screening outdoor storage areas, planting street trees, and landscaping parking lots.

**Action Steps**

- Create a clear and concise marketing strategy to attract businesses to Lebanon and gain assistance from local, regional, and state economic development agencies.
- Revise the zoning ordinance to update development standards and to ensure that the ordinances do not prevent the physical expansion of downtown businesses.
- Create a beautification campaign.
- Provide strong code enforcement and impose penalties to keep commercial and residential areas maintained.
Introduction

Downtown Lebanon is the focal point of the City as well as a regional draw. This area contains several attractions for residents and visitors, including governmental and cultural landmarks and a diverse retail base. In the late 1980’s Lebanon made several improvements to the central square that surrounds the Boone County Courthouse. The improvements which were funded by a Community Development Block Grant (CDGB) and the City, included special paving, landscaping, street design, pedestrian crosswalks, and ornamental lighting. During the last 15 years, some of these improvements have deteriorated such as the streets, sidewalks, and special paving. This Downtown Plan focuses on additional improvements and continued maintenance that should take place.

Downtown Analysis

Downtown Lebanon should be highlighted as a destination. For the purposes of this plan, the Core of Downtown is considered to be the area bounded by North, East, and West Street, and SR 32 and including land uses on both sides of these boundary streets. There is also an “Outer Downtown” area which contains residential neighborhoods, commercial, and industrial areas outside of the core area.

The Downtown Analysis Framework Map identifies several landmarks and key elements of the Downtown, including civic structures, major and minor gateways, signage, lighting, historic facades, and street trees. Some of these elements occur throughout the Downtown area. This map also identifies areas for increased parking enforcement, needed linkages between the civic institutions including the Courthouse, the Library, and Lebanon City Hall.

The goals and the Opportunity Map on the following pages identifies improvements that need to be made, gives recommendations and shows areas of potential improvement and redevelopment in Lebanon.
Goals and Objectives

DOWNTOWN PLAN

Downtown Goals and Objectives

Goal 1: Preserve and enhance the Downtown character.

1 Support the creation of “pocket parks” in Downtown Lebanon.
   Explore opportunities and potential sites for the creation and maintenance of a usable greenspace, or “pocket parks,” within Downtown Lebanon.

2 Consider creating a Historic District.
   Explore possibilities for the creation of a local Historic District for Downtown and the potential listing of Downtown in the National Register of Historic Places. A local district could have higher building and design standards, and requirements that reflect Downtown’s character. A listing in the National Register could create tax benefits for property owners and protect historic sites in Downtown.

3 Revise regulations and establish incentives to support the adaptive reuse of historic and existing structures.
   Reuse and rehabilitate buildings that have outlived their original purposes but have retained their historic features. Blending the past with the present is the best way to add charm and character to the Downtown.

Goal 2: Revise the zoning ordinances to better support infill and mixed-use development in Downtown.

1 Improve signage both Downtown and throughout the City.
   Create a unique and coordinated system of location, directional, and gateway signage within the downtown and throughout Lebanon. Some of the existing signage styles conflict by type, appearance, and theme.

2 Refine the zoning ordinance to meet the special needs of the CBD zoning district.
   Development in Downtown Lebanon should fit the desired image. This includes smaller setbacks for new development, historic facades, downtown infrastructure, parking, lighting, streetscaping, landscaping, and transitions from commercial and business areas into Downtown residential areas, among others.

3 Promote downtown housing options.
   Revise the zoning ordinance to allow mixed-use residential units in Downtown Lebanon, such as residential units on upper floors of commercial buildings, while ensuring that all safety standards are maintained. Include provisions for single family residential development on small lots.

Goal 3: Coordinate business operations and activities in Downtown Lebanon.

1 Support or create Downtown organizations.
   Local organizations such as an organized merchants group or a Lebanon Main Street Organization, can be created to manage festivals, events or cleanups and to promote interaction both between business owners, residents and visitors. An organization administrator employed by the City may be necessary to ensure that the organizations remain active.
2 Encourage a lively Downtown.
Identify Downtown areas that may cause a break in synergy such as physical gaps, vacant lots or vacancies between businesses, retail, services, restaurants. Identify opportunities for non-represented businesses or services. These gaps can be targeted for infill development, new business recruitment, pocket parks, or other uses that would be beneficial for Downtown Lebanon.

3 Encourage the coordination of Downtown business operations.
Encourage downtown businesses to work together to operate during consistent daily, evening, and weekend hours to ensure that visitors to downtown will be provided with services and that the streets are populated which increases safety.

4 Support diversity of Downtown businesses.
A variety of businesses and business types should be located in Downtown to serve the various types of Downtown patrons, including downtown employees, visitors and residents.

Goal 4: Improve the streetscape.

1 Improve Downtown infrastructure.
Some curbs, sidewalks, and stamped concrete crosswalks in Downtown Lebanon are in need of repair and an ongoing maintenance program should be developed. Street trees in Downtown should be encouraged but the selection of the appropriate species and maintenance is critical to successful aesthetic contribution.

2 Expand Downtown improvements.
The Courthouse square currently contains streetscape elements such as special paving, street trees, historic lighting, unique signage, and street furniture. These elements should be expanded into the surrounding blocks in order to visually expand the boundaries of Downtown. This should include utilizing these elements to visually and physically connect City Hall and the Library to Downtown.

3 Improve the parking situation in Downtown.
Several strategies can be combined to improve the parking situation including encouraging stricter parking enforcement. Explore the possibilities for the installation of parking meters, creating signage to better identify the location of public lots, the availability of street parking, and time limits for parking. Lebanon can also explore the possibility of using fees gained from downtown parking enforcement to upgrade downtown infrastructure or for streetscape and facade improvements. If Lebanon pursues the creation of additional public parking lots, landscaping and access standards should be applied.
4 Enhance Downtown gateways.
Explore opportunities for the enhancement of Downtown gateways and high visibility corridors and intersections using signage, landscaping, buried utilities, lighting and streetscaping improvements.

5 Establish a connection between civic institutions.
Utilize streetscaping elements to connect important sites Downtown, including the Courthouse, the Library, and the Lebanon City Hall.

Action Steps

• Develop an ongoing maintenance program to make repairs to existing infrastructure such as sidewalks, crosswalks, curbs, ramps, light fixtures and street trees.
• Update the zoning ordinance to require signage standards that better present the desired image of Lebanon including sign area, height, materials, illumination, and types of signage. Encourage monument signage and other pedestrian scaled signage.
• Encourage existing businesses to screen parking lots, plant street trees, and maintain pedestrian areas.
• Investigate funding opportunities for downtown improvements and the acquisition of and improvement of pocket parks.
• Revise the zoning ordinances to allow for more compatible Downtown infill, including smaller setbacks, historic design standards, and other elements.
• Investigate the creation of a Downtown organization such as “Main Street”.
• Consider the creation of a Downtown inventory to track vacancies and business types, which can be utilized as a tool for business and economic development.
• Establish an urban forestry program to replace aging downtown trees and plant new trees to reinforce the lines of corridors downtown.

See Urban Forestry Profile on Page 52.
Natural landscaping (especially trees) in an urban environment can have several benefits to the population of urban areas. These benefits fall under several categories, including health, social, environmental, economic, and aesthetic benefits. Some of these benefits are listed below:

- **Scale and Safety**: Trees can bring the scale of an urban environment from an auto-oriented to a pedestrian-oriented scale. This can induce traffic calming, and make an environment more safe and attractive to pedestrians. Trees can also act as a buffer between automobiles and pedestrians to further insure pedestrian safety.

- **Lower Temperatures**: Trees in an urban environment can combat the effects of urban heat islands. An urban heat island is the result of solar radiation reflecting from the built environment and causing increased temperatures. Trees and other plants absorb these rays, rather than reflecting them, resulting in lower temperatures, as well as the added benefits of providing shade. Water evaporation occurring from trees and other plants can also cause lower temperatures.

- **Character and Beauty**: Trees can be used to define a space physically, to create an identity and enhance the character of an area, to create buffers for sound, odor, and pollution, to create screens from undesirable views, and to add beauty through the addition of natural elements. Trees and other plants can also add color to an environment, soften harsh building lines, and some flowering trees can produce pleasant fragrances into an area.

- **Storm Water and Pollution**: Trees in an urban environment can reduce the amount of storm water collected by storm sewers. A tree’s roots provide extra channels into the ground so that storm water can be more easily absorbed into the ground water supply. Trees can also reduce air pollution through their natural processes, such as absorbing polluted air and through lowering air temperatures which can lower the harmful effects of some pollutants. This air pollution can be a result of businesses, automobiles, factories, and other sources.

- **Environment**: Trees located in an urban environment can reduce energy consumption by providing shade during the summer and blocking winds during the winter (and therefore creating less of a need for artificial heating and cooling). This also causes a reduction in the use of natural resources, such as fossil fuels, needed to produce electricity used for climate control, as well as the pollution created from converting fossil fuels into electricity.

- **Economy**: Trees can have economic benefits as well. Trees are psychologically more attractive than a sterile built environment, and people are more likely to linger on a street with trees, and therefore a street that is more physically comfortable through shading, as well as psychologically attractive, than on a street without. This allows more opportunity for retail business sales, and a healthier economic environment. Trees can also increase the value of commercial (or residential) property, and can extend the life of paved surfaces. Direct sunlight and hot temperatures on paved surfaces can cause reactions of the oils used in road materials, causing road damage and requiring more frequent paving. The shade that trees provide can lower temperatures and reduce the frequency of repaving.

- **Health and Habitat**: Studies have shown that trees and natural plant life can improve health by providing a calming environment and increasing concentration. They can also speed up illness recovery. Plant and trees also provide habitats for urban wildlife, such as birds, squirrels, and other small animals.

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**Sample List of Urban Trees:**

**Recommended Species:**
- Upright Ginkgo
- Honey Locust
- Greenspire Linden
- Aristocrat Pear

**Undesirable Species:**
- Ash (disease prone)
- Bradford Pear (weak branching)
- Norway Maple (invasive)

Trees can be very beneficial to a downtown environment, but their species, design, location, and maintenance must be carefully considered to ensure their health and vitality. For example, using continuous planting beds can be beneficial for the health of trees, and close attention should be paid to tree species and planting locations. A professional should be consulted for any major changes in the urban tree environment.
Introduction

The City of Lebanon grew by 18% from 1990 to 2000, but is estimated to have grown only 3% from 2000 to 2004. Within in the City limits, nearly all land has been built out or designated for industrial, commercial, or residential uses. Little land has been identified for future public development and use.

Lebanon is currently considering expansion of utility lines into land that will be annexed southeast of the city. The City and County officials should carefully manage growth in these areas to ensure compatible land uses in areas adjacent to Lebanon, but not inside the City’s jurisdiction. Development planned in these areas must be aware of Lebanon’s intentions to annex and be a willing participant in annexation to enjoy the infrastructure and public services provided by the City.
Growth Management Goals and Objectives

Goal 1: Coordinate land use and transportation planning efforts within the County and region.

1. Encourage communication between Lebanon and Boone County offices.
   Communication between City and County offices can resolve potential conflicts regarding planning efforts in Center Township specifically where Lebanon growth and annexation is anticipated to occur. Communication can also benefit environmental protection and the coordination of public safety and emergency response which are issues that cross boundaries.

2. Support the annexation of potential growth areas.
   The Future Land Use Map identifies areas adjacent to Lebanon that are targeted as potential areas of residential, commercial, or industrial growth within Center Township. Some of these areas should be considered for future annexation by the City. To support annexation, the extension of utilities in these areas should require land owners to sign agreements for voluntary annexation should annexation occur. This allows Lebanon and Boone County to guide growth into areas adjacent to Lebanon where the extension of municipal utilities is most feasible.

3. Coordinate regional planning and utility expansion efforts.
   Coordination between cities and towns can increase awareness of planning efforts and facilitate better regional planning. This coordination can mitigate planning jurisdiction conflicts with regards to transportation and utilities, such as those that may arise between Lebanon and Whitestown as a result of the overlapping planning areas in their Comprehensive Plans.

4. Pursue the expanded use of technologies that are beneficial to City operations, management, and maintenance.
   Explore and expand technology usage within City departments and the utilities. An example of this is the use of broadband technologies to enhance communications for City departments and Utilities in providing services to citizens. Coordination of such efforts with the County departments in an integrated fashion will benefit all citizens in Boone County. The use of wireless mesh technology, broadband over powerlines, 802.11, and fiber optic are just a few applications that are being examined and applied today that will enable the City to create 21st century service quality communications for the community. In addition, the City will extend broadband service applications to the community itself so individuals and businesses can communicate on a global basis in the most advanced manner that is appropriate and cost-effective for them. This will elevate the economic development opportunities for the City. It is the City’s intention to become a leader in technology deployment at the municipal level so as to differentiate the City for competitive positioning to capture economic opportunity.

Goal 2: Minimize land use conflicts.

1. Maintain development standards that reduce land use conflicts.
   Lebanon should maintain and enhance development standards that reduce the conflicts between land uses such as standards for buffering between residential and industrial or commercial areas. The use of parks or open spaces, moderately concentrated business areas, or similar land uses can function as transitional areas between incompatible land uses.
2 **Maintain adequate resources for industrial and large commercial use expansion.** Refer to the Land Use Plan when making land use decisions to ensure an adequate amount of land for new industrial uses and large commercial land uses and for existing business expansions. Direct this growth to areas already served by municipal utilities or where utility extension is feasible.

3 **Encourage infill development.** Encourage infill or redevelopment of residential, commercial, and industrial sites where utilities exist.

**Goal 3: Minimize the impacts of development.**

1 **Mitigate the potential off-site impacts of development.** The off-site impacts of commercial and industrial land uses can affect both adjacent land uses, such as residential uses and parkland, as well as the environment and natural areas including wildlife habitat. Development standards and City ordinances, such as noise, pollution, odor, vibration, or other ordinances can minimize these impacts.

2 **Support the creation of impact fees and the acceptance of developer dedications.** Development impact fees can ensure that new development occurring in Lebanon does not have a negative impact on Lebanon’s parks, public services, and infrastructure. Developer dedications, such as the dedication of land for utility easements, natural areas, parks, or municipal use, could be accepted to meet identified needs.

3 **Encourage a balance between the benefits and the negative impacts that a development can create.** The Future Land Use Map should be used as a guide when attracting the development of land uses. As development occurs, a focus should be placed on the development’s utility and transportation impacts, the taxes that will be generated, and the positive or negative affect that the development could have on the overall community image. Consider the requirement of a Fiscal Impact Analysis along with development review.
Goal 4: Support City codes and ordinances.

1 Encourage adherence to City zoning codes and design standards.
The City’s codes and zoning ordinances are important documents to ensure that growth and development in Lebanon is in line with the goals and objectives of the City and the Comprehensive Plan. Lebanon needs to encourage aggressive enforcement of these codes and ordinances to ensure that the correct procedures are being followed and that development and design standards are being carried out. Lebanon should also continue to support the reviews made by the Technical Advisory Committee that ensure that ordinance requirements are being met.

Action Steps

- Continue monthly annexation committee meetings with participation from the County.
- Include provisions for the use of annexation agreements to ensure consistent City expansion.
- Follow the Land Use Plan and ordinances when granting permits and development plan approvals.
- Require Fiscal Impact Analyses for new development.
- Explore the feasibility of enacting park and road impact fees.
- Work closely with Boone County officials in the update of the Boone County Comprehensive Plan.
Development in Lebanon has an ever-increasing impact on the safety and efficiency of the county’s roads. In order to make the road improvements required to accommodate new growth, a source of financing is required. Indiana State Law provides the opportunity for communities to enact Impact Fees on new development to fund infrastructure improvements.

What is an Impact Fee?
An Impact Fee is a fee charged to a developer based on the impact that a development will have on the community. The fees are charged to any development that would require a building permit, whether it is a grocery store or a single family home. If a community wished to fund transportation improvements, it would charge an impact fee for each new vehicle trip that a development adds to the roadway. For example, if a single family home creates 10 new vehicle trips, the per trip fee would be multiplied by 10 to arrive at the total impact fee. The fees collected are then reserved in a special account that is later used to fund the desired improvements. Other types of infrastructure capital improvements that could be funded by impact fees are sanitary sewer or wastewater treatment systems, parks, drainage or flood control facilities, and water treatment, storage or distribution facilities.

How Are Impact Fees Established?
The Indiana State Code (IC 36-7-4-1300 Series) defines a detailed process that a community must follow in order to enact impact fees. A general summary of this process is as follows:

- **Impact Zone:** The community must first designate an Impact Zone, the geographic area where the Impact Fee will be assessed to new development.

- **Zone Improvement Plan:** Next, a Zone Improvement Plan must be prepared. This plan specifies the infrastructure improvements that will be made within the Impact Zone with the funds generated by the Impact Fee. The Zone Improvement Plan is then adopted as a component of the community’s Comprehensive Plan.

- **Impact Fee Ordinance:** Finally, an Impact Fee Ordinance must be prepared. This ordinance specifies the exact Impact Fees that will be charged to development. The fees are calculated based on the cost of the improvements that are specified in the Zone Improvement Plan. The Impact Fee Ordinance is then adopted as a component of the Zoning Ordinance.

State law provides specific requirements and standards for the definition of Impact Zones and the content of Zone Improvement Plans and Impact Fee Ordinances.
ACTION STEP PRIORITIES
Public Prioritization of Action Steps

During the public Open Houses for the Comprehensive Plan, attendees were asked to vote for the Action Steps within the Comprehensive Plan that they felt were most important or that should be considered a high priority for implementation. At a separate meeting, the Community Visioning Committee was also asked to vote on the action steps. The following is a list of the top 15 action steps that resulted from those activities:

22 Create a city-wide bike and pedestrian master plan.
20 Create a clear and concise marketing strategy for business attraction to Lebanon, and gain assistance from local, regional, and state economic development agencies.
15 Update the zoning ordinance to require signage standards that better present the desired image of Lebanon including the amount of signage or sign area allowed, types of signage, such as encouraging monument signage and signage created at a pedestrian scale over pole signage, and signage illumination.
15 Promote the development of high value ($200,000 - $300,000) housing units by 2010.
14 Create gateway design standards in the zoning ordinance.
12 Work closely with Boone County officials in the update of the Boone County Comprehensive Plan.
9 Educate the public about parkland and open space, and involve citizens in decisions that will have an impact on the larger community.
7 Investigate funding opportunities for special paving, pocket parks, and other improvements.
7 Explore alternative funding methods for infrastructure construction and maintenance.
7 Encourage the creation of a parkland acquisition program for the City.
6 Review the ordinances for potential strengthening of residential design standards.
6 Review ordinances for potential development and design standard updates.
6 Research other communities and their image promotion techniques or survey citizens to gain opinions on the desired image for Lebanon.
5 Consider the creation of a Downtown inventory to track vacancies and business types, which can be utilized as a tool for business attraction and economic development.
5 Work with the Indianapolis Metropolitan Planning Organization (MPO) for regional transit linkages.

Final Action Step Prioritization

The following tables include all of the Action Steps of the Comprehensive Plan. They are listed in the order that they are found within the plan, and the priority given to each Action Step is a combination of the priorities determined by the public during the Open Houses and the priorities determined by the Steering Committee.

Purpose of this Matrix

The priorities that have been chosen by the public and the steering committee should be used to help aid in the City’s budgeting decisions. When funding is available to pursue action steps listed in this Comprehensive Plan, the following tables should be consulted in order to ensure that action steps with the highest prioritization are pursued first.
## Priority Matrix: **Character and Identity**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Research image promotion techniques in other communities or survey citizens</td>
<td>Low</td>
</tr>
<tr>
<td>to gain opinions on the desired image for Lebanon.</td>
<td>Medium</td>
</tr>
<tr>
<td>High</td>
<td></td>
</tr>
<tr>
<td>Inventory Lebanon’s committees to create a database of organizational resources.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Review and revise ordinances for potential changes to development and design standards as necessary.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Review and revise existing sign standards as necessary.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
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<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Create gateway overlay design standards in the zoning ordinance.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
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<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Conduct gateway corridor studies to identify recommendations specific to each corridor.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
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<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Educate the community about the features (historic, natural) which should be preserved or enhanced.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Enforce the Zoning Code and promote beautification and maintenance.</td>
<td>Low</td>
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<tr>
<td></td>
<td>Medium</td>
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<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Create standards for non-residential development in the Zoning Code.</td>
<td>Low</td>
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<tr>
<td></td>
<td>Medium</td>
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<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Continue adaptive reuse of structures such as the “Senior Memory Center” which was previously a school.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>High</td>
</tr>
</tbody>
</table>

## Priority Matrix: **Natural Environment, Public Facilities, and Infrastructure**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>The City and Boone County should consider requiring easements for a linear corridor along Prairie Creek for greenways and recreation and to create buffers to protect water quality.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Work with state agencies to update the current Flood Insurance Rate Maps.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Create a city-wide bike, pedestrian, and greenway corridor master plan.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Work with the Indianapolis Metropolitan Planning Organization (MPO) for regional transit linkages.</td>
<td>Low</td>
</tr>
<tr>
<td></td>
<td>Medium</td>
</tr>
<tr>
<td></td>
<td>High</td>
</tr>
</tbody>
</table>
**Priority Matrix: Natural Environment, Public Facilities, and Infrastructure**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Priority</strong>: Low</td>
<td>Medium</td>
</tr>
<tr>
<td>Action: Develop ordinances which provide incentives to preserve existing trees.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Become a “Tree City”. Increase the urban forest.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Develop an environmental education program through the schools, community and faith-based organizations to increase appreciation and awareness of environmental issues.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Explore opportunities for regional cooperation/coordination to provide recreational facilities and programs.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Create or maintain unique signage with logos or slogans for public recreational facilities to identify recreational sites, such as parks, trails, or natural preserves, while ensuring that the signage is compatible with the natural settings.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Educate the public about parkland and open space, and involve citizens in decisions that will have a impact on the larger community.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Explore potential funding sources for expanding Lebanon parks and for additional facilities such as greenways or recreational open space along Prairie Creek.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Encourage the creation of a parkland acquisition program for the City.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Explore opportunities for the creation of small parks, or “pocket parks” in Lebanon’s urbanized areas.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Regularly update the Parks Master Plan.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Require easements from new development along the potential trail corridors.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Adopt park impact fees.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Support health care facility expansion through the designation or reservation of land on the hospital campus.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Coordinate fire service areas and emergency response needs with the County and adjacent jurisdictions.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
<tr>
<td>Action: Create strategies for the expansion of educational assets.</td>
<td>1 2 3 4 5 6 7</td>
</tr>
</tbody>
</table>
### COMPREHENSIVE PLAN

#### ACTION STEP PRIORITIES

**Action Step Prioritization**

**Priority Matrix: Natural Environment, Public Facilities, and Infrastructure**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adopt development standards such as setbacks, easements, and</td>
<td>1 2 3 4 5 6 7 8 9 10</td>
</tr>
<tr>
<td>buffers which protect the natural drainage and habitat of rivers and</td>
<td></td>
</tr>
<tr>
<td>streams. Dedication of easements at the top of bank will create the</td>
<td></td>
</tr>
<tr>
<td>foundation for greenway corridors.</td>
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<tr>
<td>Establish Best Management Practices that encourage innovative,</td>
<td></td>
</tr>
<tr>
<td>environmentally sensitive techniques for channeling runoff such as</td>
<td></td>
</tr>
<tr>
<td>vegetated swales, site design with minimal grading, and porous</td>
<td></td>
</tr>
<tr>
<td>pavement in low traffic areas.</td>
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<tr>
<td>Adopt and enforce erosion control measures, especially during</td>
<td></td>
</tr>
<tr>
<td>construction.</td>
<td></td>
</tr>
<tr>
<td>Explore alternative funding methods for infrastructure construction</td>
<td></td>
</tr>
<tr>
<td>and maintenance.</td>
<td></td>
</tr>
<tr>
<td>Coordinate annexation plans with utility expansions.</td>
<td></td>
</tr>
<tr>
<td>Explore opportunities to annex Boone County Airport as a strategy</td>
<td></td>
</tr>
<tr>
<td>to provide utility services southwest of Lebanon.</td>
<td></td>
</tr>
<tr>
<td>Update the Utility Master Plan to coordinate with the Land Use Plan.</td>
<td></td>
</tr>
<tr>
<td>Improve sidewalks and curbs city-wide.</td>
<td></td>
</tr>
<tr>
<td>Add new streetlighting city-wide.</td>
<td></td>
</tr>
</tbody>
</table>

**Priority Matrix: Housing**

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Revise the zoning ordinance to allow second-story housing above commercial</td>
<td></td>
</tr>
<tr>
<td>(mixed-use) in the Downtown-CBD.</td>
<td></td>
</tr>
<tr>
<td>Revise the zoning map to reflect the existing multifamily zoned</td>
<td></td>
</tr>
<tr>
<td>properties.</td>
<td></td>
</tr>
<tr>
<td>Regularly update the Utility Master Plan to ensure efficient service</td>
<td></td>
</tr>
<tr>
<td>both to existing and potential residential development.</td>
<td></td>
</tr>
<tr>
<td>Strengthen the Central Business District zoning classification to</td>
<td></td>
</tr>
<tr>
<td>ensure that new housing meets desired density, safety, and historic</td>
<td></td>
</tr>
<tr>
<td>preservation standards.</td>
<td></td>
</tr>
</tbody>
</table>
## Action Step Prioritization

### Priority Matrix: Housing

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
<th>Low</th>
<th>Medium</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Revise the zoning ordinance to strengthen residential neighborhood design standards.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Explore opportunities for the creation of neighborhood organizations.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Promote the increase in development of higher value ($200,000 - $300,000) housing units by 2010.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Revise the ordinances to provide more usable open space that is not also used for stormwater management (retention ponds) in coordination with new development.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Review the ordinances to ensure that design standards and safety standards meet the recommendations of fire and other safety officials.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Enforce the Zoning Code to ensure neighborhoods are clean and maintained.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Continue to involve all City departments and school officials in discussions and review of Concept Plans and Primary Plats prior to public hearings.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Require fiscal impact analyses to be submitted with preliminary concept plans.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
</tbody>
</table>

### Priority Matrix: Economic Development

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
<th>Low</th>
<th>Medium</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Create a clear and concise marketing strategy to attract businesses to Lebanon and gain assistance from local, regional, and state economic development agencies.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Revise the zoning ordinance to update development standards and to ensure that the ordinances do not prevent the physical expansion of downtown businesses.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Create a beautification campaign.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
<tr>
<td>Provide strong code enforcement and impose penalties to keep commercial and residential areas maintained.</td>
<td></td>
<td>1 2 3</td>
<td>4 5 6 7</td>
<td>8 9 10</td>
</tr>
</tbody>
</table>
### Action Step Prioritization

#### Priority Matrix: Downtown

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Action:</strong> Develop an ongoing maintenance program to make repairs to existing infrastructure such as sidewalks, crosswalks, curbs, ramps, light fixtures and street trees.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Update the zoning ordinance to require signage standards that better present the desired image of Lebanon including sign area, height, materials, illumination, and types of signage. Encourage monument signage and other pedestrian scaled signage.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Encourage existing businesses to screen parking lots, plant street trees, and maintain pedestrian areas.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Investigate funding opportunities for downtown improvements and the acquisition of and improvement of pocket parks.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Revise the zoning ordinances to allow for more compatible Downtown infill, including smaller setbacks, historic design standards, and other elements.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Investigate the creation of a Downtown organization such as “Main Street”.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Consider the creation of a Downtown inventory to track vacancies and business types, which can be utilized as a tool for business and economic development.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Establish an urban forestry program to replace aging downtown trees and plant new trees to reinforce the lines of corridors downtown.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
</tbody>
</table>

#### Priority Matrix: Growth Management

<table>
<thead>
<tr>
<th>Action Steps</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Action:</strong> Continue monthly annexation committee meetings with participation from the County.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Include provisions for the use of annexation agreements to ensure consistent City expansion.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Follow the Land Use Plan and ordinances when granting permits and development plan approvals.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Require Fiscal Impact Analyses for new development.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Explore the feasibility of enacting park and road impact fees.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
<tr>
<td><strong>Action:</strong> Work closely with Boone County officials in the update of the Boone County Comprehensive Plan.</td>
<td>Low: 1, 2, 3, 4, 5, 6, 7, High: 8, 9, 10</td>
</tr>
</tbody>
</table>
Introduction

The Land Use Plan is the primary means of implementing the goals and objectives of the Comprehensive Plan. The following pages include land use plans and maps for both Center Township and the city of Lebanon. The Plans include land use designations, descriptions, infrastructure needed to support the land uses, and design recommendations.

The land use designations within the City of Lebanon are based on land uses from the 1999 Comprehensive Plan but have evolved to reflect community growth and desired changes since that plan.

One critical land use area that both Lebanon and Boone County should be aware of is a portion of the southeast expansion area that overlaps the planning area in the Proposed Land Use Plan for Whitestown. Whitestown’s plan includes varying degrees of residential land uses for the majority of this area, while Lebanon’s plan includes both residential and commercial land uses along the I-65 corridor.

Center Township Proposed Land Use Designations

The Center Township Land Use Plan is meant to be a cooperative effort between the Boone County Area Plan Commission and Lebanon Plan Commissions. The intent of this plan is to facilitate the efficient management of potential growth surrounding the City of Lebanon and within Center Township. This plan will function as an amendment to the 1993 Boone County Comprehensive Plan. There are four main land use designations in the plan, some of which have been phased as Lebanon grows over time. The main land uses are Industrial, Mixed-Use Commercial/Industrial, Commercial, Neighborhood Commercial Node, Planned Residential / Commercial Mixed, Residential, Institutional, Open Space and Recreation, and Agriculture.

Industrial

Industrial uses require large tracts of land with the potential for expansion and convenient transportation access for shipping and receiving. Additional development of this type should be located southwest of Lebanon adjacent to other industrial uses. Industrial uses that are located in this area will have access to I-65 interchanges with potential for further expansion to the west and south. Development standards should be implemented within this Industrial area to ensure that new development is compatible with existing land uses consistent with the image the City desires for itself, and to mitigate any negative impacts such as unscreened views of loading and outdoor storage areas that additional industrial development may bring.

Mixed Use Commercial/Industrial

Various transportation routes exist within Center Township converging within or adjacent to Lebanon, such as SR 39, SR 32, U.S. Route 52, and I-65. I-65 is an important corridor, with three interchanges located within city limits and another located directly adjacent to city limits on the southeast side. The Mixed-Use Commercial/Industrial land use designation occurs along the southeast corridor of I-65, nearest these existing interchanges between Lebanon and Indianapolis. Highway-serving commercial land uses will typically occupy the areas surrounding interchanges. Frontage roads are encouraged along the interstate to facilitate industrial development. These areas must be managed carefully, keeping in mind the increased generation of traffic and congestion that will occur as the Indianapolis region and Lebanon grow. Railroad access should be maintained. Development standards must also be implemented in areas along roadway corridors to ensure compatibility with existing land uses, achievement of a desired image of the area, and mitigation of the potential negative impacts of industrial and commercial development.
Commercial
Commercial land use designations are phased into two time periods: 0-10 years and 10-20 years. Within Center Township, the commercial areas to be developed within the next 10 years are located to either side of the industrial area in the southwest and along the northern part of Lebanon on SR 39. Two additional commercial areas slated for development occurring 10-20 years from now. One of these areas is located north of the 0-10 year commercial area along SR 39, and continues to the northern edge of the township. An additional future commercial area lies to the northwest of Lebanon along I-65 and development of this area will be dependent on the creation of a proposed interchange at the crossing of I-65 and 300 N. Development standards should be implemented for all of these Commercial areas in order to ensure compatible designs and mitigation of the negative impacts that arise from commercial development.

Neighborhood Commercial Node
Areas designated neighborhood commercial nodes represent areas identified for future growth at major intersections in the midst of residentially designated areas and on the boundary of Lebanon’s proposed future utility service area. Commercial uses at these intersections may include neighborhood serving commercial retail such as shops and restaurants, office and other services.

Planned Residential / Commercial Mixed
These areas are located both north of Lebanon along SR 39, and southeast of Lebanon along I-65. Both of these areas contain existing residential with the potential for commercial development in the future due to their access to major transportation corridors. Future development in these areas should be planned to ensure compatibility between residential and commercial land uses and buffered when necessary to mitigate negative impacts such as increased noise, traffic, and light on the surrounding residential neighborhoods. These areas lie completely within the Sanitary Sewer and Water Utility Planning Area, and therefore any new development should be required to connect to utility services.

Residential
Residential land use designations are divided into time periods: 0-10 years, 10-20 years, and 20-30 years. The intent of this tiered approach is to promote contiguous residential growth radiating from existing development, and discourage “leapfrog” development. Residential areas to be developed within the next 10 years should be located adjacent to Lebanon’s city limits where access to utilities will be most convenient and disruption of agricultural farmland will be minimal. These residential areas are located away from high traffic corridors, interchanges and industrial areas to minimize the incompatibility of dissimilar land uses. Residential development will begin to occur in these areas as Lebanon grows, but by locating initial residential areas near the city, and by encouraging clustered housing and infill of vacant areas adjacent to Lebanon, Boone County can provide protection to the prime agricultural land and open spaces located out in Center Township. This gradual outward growth of residential areas will also ensure that city utilities can be extended efficiently and cost effectively to residents of these areas. Design standards that reflect the image the city would like to portray attracts “move-up” buyers, and will cause the housing stock to endure and age gracefully must be adopted.

Institutional
The previous plan did not contain an Institutional use category. The current Plan designates only a school in the southeast corner as Institutional land uses.
Open Space and Recreation

By discouraging any form of development in floodplain or floodway areas, Boone County can alleviate the negative impacts to home and business owners that can result from flooding, such as property damage, decreased property values, and higher risk insurance rates, as well as protecting the natural systems of Boone County’s waterways from the negative environmental impacts of development.

Agriculture

Development is not recommended in existing agricultural areas and the ability to continue agricultural activities with minimal conflict should be supported. These areas are not recommended for development.
City of Lebanon Future Land Use Designations

The previous Comprehensive Plan for the City of Lebanon included four land use designations: Residential, Commercial, Industrial, and Public Use. A fifth category was also noted: Floodplain/Conservation. This final category was not included on the Proposed Land Use maps of that plan, but was intended to call out floodways and floodplains as areas of limited development, protection and preservation. These categories have been carried over into this Land Use Plan, and the updated designations are as follows:

Open Space and Recreation

This land use designation includes floodplains identified by the Federal Emergency Management Agency (FEMA) for which there are limitations for development. These areas should either be conserved as natural resources and wildlife habitat where they currently undeveloped or used as public spaces for parks and passive recreation areas. Prairie Creek is the most significant natural feature and example of this type of designation.

The Lebanon and Center Township FEMA maps are currently undergoing reevaluation and potential re-mapping to determine whether current designations are accurate. Upon completion of these studies, the Comprehensive Plan may need to be amended to reflect new floodway and floodplain designations.

Parks, trails, and golf courses are other uses which may be found under this designation. Making parks and open space accessible for the residents of Lebanon is of prime importance. Residential and commercial development should include connections to the open space for pedestrians and bicyclists as well as the automobile. Every effort should be made to protect linkages to a larger city-wide or regional park and trail network.

Residential

The residential land use designation is intended for primarily single-family detached housing, townhomes and duplexes, multifamily housing, all levels of housing value, and churches located in residential neighborhoods.

Residential development should occur only where full public utility service exists, or can be feasibly extended, and in areas with good access for emergency services, such as medical, fire, and police services, as well as areas with good access to schools, parks, and other public services.

New residential developments should include a high level of connectivity with adjacent neighborhoods and commercial areas through roads, sidewalks, and trails, should be encouraged to incorporate community open space into neighborhood design, and should include essential neighborhood elements such as accessible sidewalks, and street lighting, as well as street trees, uniform signage, and other streetscaping elements. Residential design standards should also be encouraged to ensure neighborhood character, and high quality homes.

Institutional

Institutional land uses include schools, government-owned or operated facilities, cemeteries, hospitals, and airports. These are all public or quasi-public uses or land set aside to allow for the development or expansion of the uses. These facilities should be located where full public utility services are present or can be feasibly extended. Some public uses such as cemeteries, may not need utility access.

Institutional uses should be incorporated into residential and commercial uses in order to best serve the community. Vehicular and pedestrian connectivity between the public facilities and residential and commercial areas should be a high priority. Institutional buildings should
be an example of the quality design standards adopted for site layout, architecture and landscape design.

**Commercial**

Areas designated for commercial land uses include retail, professional offices, business services, restaurants, entertainment and personal service establishments, and agriculture-related sales and service. The intensity of the commercial development will vary depending on its location and its function serving a neighborhood, the community or the region.

Commercial land uses can be found in every area of the City and will be similar in character except for in the “historic” Downtown. Commercial land uses outside of the downtown are largely extensions of medium to large scale existing commercial located on major corridors with vehicular access both for consumers and deliveries.

Downtown commercial should be compatible with the context and may require smaller setbacks, special facade treatments, etc. Higher density development and a mix commercial and residential uses including second story residential above commercial is appropriate.

All commercial should be held to high quality design standards for site layout and design, signage, sidewalks, streets, lighting, landscaping, and any other design elements that can improve safety, connectivity, and image. All types of commercial should also be non-intrusive in design, noise, lighting, odor, and other issues, to both the environment and surrounding lower intensity land uses, such as residential or public use areas, through the use of buffering or transitional land uses.

All commercial development should be located in areas where public utilities, infrastructure and roads are available or in areas targeted for annexation and utility extension.

**Industrial**

Industrial land uses include manufacturing, wholesale, warehousing, distribution, and machining facilities, as well as related support facilities and storage.

New industrial development should be located in designated areas where full public utility service is readily available and in areas with a high level of access to transportational assets, such as a healthy road network, railroad lines, and airports. Industrial developments often have an increased amount of heavy truck traffic creating safety and road design concerns. Industrial designated land should be able to meet the needs of both heavy and light industry. Some light industrial land uses may be incorporated into mixed-use developments with higher intensity commercial land uses.

Industrial land uses should be non-intrusive in design, noise, lighting, odor, vibration, and other issues, to both the environment and surrounding lower intensity land uses through the use of buffering or transitional land uses.

High quality design standards should be applied to industrial land uses for site layout and design, signage, screening of loading and storage, lighting, landscaping, and other elements that can improve safety, connectivity, or image.

Campus-like settings are encouraged for lower intensity light industrial and business offices creating more opportunities for shared resources and interaction.
Center Township Land Use Plan Description

The following text describes the proposed land Use Map illustrated in this chapter. The narrative is intended to clarify the intent of the proposed land use pattern and clarify any assumptions that were used in preparing the map. The descriptions are separated into four quadrants, divided north-south by State Road 32 and east-west by State Road 39.

Northwest Quadrant

This portion of Center Township is bisected by I-65 and the floodplain of Prairie Creek. This area of the Township is proposed as a mix of commercial and residential uses. Sanitary Sewer service is proposed in this area between I-65 and State Road 39 as well as surrounding the interchange of I-65 with State Road 32.

Northern State Road 39 Gateway: The western side of State Road 39, immediately north of Lebanon’s corporate limits is proposed as planned residential/commercial mixed development. This area is the northern gateway to Lebanon and deserves special attention. Any development in this area must reflect high quality design and project a positive visual image from the highway. The extension of the Thoroughfare Overlay regulations from the Lebanon Zoning Ordinance should be utilized in this area as annexation and zoning designation occurs. Detailed development plan review should be required for all new development in this area. Any new commercial development must utilize extensive landscaping, high quality materials and shared-access frontage roads to minimize curb cuts along the corridor. Future development in these areas should be planned to ensure compatibility between residential and commercial land uses and buffered when necessary to mitigate negative impacts such as increased noise, traffic, and light on the surrounding residential neighborhoods. Development in this area should connect to utility services and be annexed into the City of Lebanon.

Northern I-65 Interchange: The existing partial US 52 interchange with I-65 is proposed to be studied for possible relocation approximately one mile north to County Road 300 North. The existing interchange configuration severely limits access to the surrounding parcels and is becoming substandard as traffic increases in the area. The Center Township Thoroughfare Plan recommends studying the possible relocation of this interchange. The Future Land Use Map illustrates the location of a new interchange at CR300N, and assumes that the existing US 52 interchange would be removed. Commercial uses are proposed to occur within 10-20 years from the date of the plan, assuming that this interchange is constructed. The Prairie Creek floodplain will influence development in this area. A continuation of residential uses in 10-20 years is proposed if the interchange is not constructed or committed for construction in the next ten years. No new development should be approved in this area in the short-term until it is determined if the new interchange will be constructed.

Northwestern Residential/Commercial Area: This area is planned as a mix of commercial and residential uses to be developed in the next ten years. Development in this area will be dependent on the extension of utilities under I-65 at the existing abandoned railroad bridge underpass and the extension of Enterprise Boulevard north of State Road 32. The proposed Farmland Heritage Trail bisects this area, linking pedestrians and cyclists to Lebanon and Boone County. The existing wooded floodplain of Prairie Creek parallels the I-65 frontage from the railroad underpass to the existing US 52 interchange, limiting new development fronting I-65 in this area. This floodplain should be preserved as a possible greenway corridor linking the proposed Farmland Heritage Trail and the adjacent residential areas to the northeast across I-65. Residential use is proposed immediately west of the floodplain, using the wooded area as a buffer to I-65. Residential and commercial development should not encroach into the 100-year floodplain in this area. Commercial development is proposed north of SR 32 to serve this residential area and the larger region.
**Northeast Quadrant**
The northeast quadrant of Center Township is designated largely as residential uses growing incrementally from the corporate limits of Lebanon. Residential development should occur in an orderly manner adjacent to incorporated areas as annexation occurs. All residential development should have full sanitary sewer and municipal water.

**Northern State Road 39 Gateway:** The eastern side of State Road 39, immediately north of Lebanon’s corporate limits is proposed as planned residential/commercial mixed development. This area is the northern gateway to Lebanon and deserves special attention. Any development in this area must reflect high quality design and project a positive visual image from the highway. The extension of the Thoroughfare Overlay regulations from the Lebanon Zoning Ordinance should be utilized in this area as annexation and zoning designation occurs. Detailed development plan review should be required for all new development in this area. Any new commercial development must utilize extensive landscaping, high quality materials and shared-access frontage roads to minimize curb cuts along the corridor. Future development in these areas should be planned to ensure compatibility between residential and commercial land uses and buffered when necessary to mitigate negative impacts such as increased noise, traffic, and light on the surrounding residential neighborhoods. Development in this area should connect to utility services and be annexed into the City of Lebanon.

**Eastern Residential Area:** The area adjacent to the eastern boundary of Lebanon is proposed for residential development. Residential growth should occur adjacent to existing corporate limits and must be annexed as part of the City of Lebanon with full utility services. A three-tiered residential growth pattern is proposed in this area with development from years 2007-2017 occurring in an eastward direction to CR200E. The second tier of residential growth is projected to occur from 2017-2027 extending to approximately CR300E. The third tier of residential growth extends to CR400E projected in the years 2027-2037. Two neighborhood commercial nodes are proposed in this area to serve the residential population as it develops. The intent of these small commercial nodes is to provide neighborhood commercial retail, restaurants, and professional and personal care services businesses. The commercial development should be of pedestrian neighborhood scale and not include community, regional, or highway-related commercial uses. The proposed Midland Trace Trail travels through this area along an abandoned railroad corridor. This trail corridor should be preserved within any new development in the area and the trail surface improved as part of new residential subdivisions and any other site development.

**Prairie Creek Floodplain:** New development adjacent to Prairie Creek should not encroach into the 100-year floodplain or floodway of this stream. Boone County and the State are conducting a floodplain determination study to further define floodplains throughout the County, including Prairie Creek. There is an opportunity for development to preserve the floodplain in this area for public open space that is integrated into new development, including trails connecting the southwest portion of the township with the proposed Midland Trace Trail and incorporated Lebanon. A conservation subdivision design in this area could preserve this vital floodplain and highlight it as an amenity.
Southeast Quadrant

The southwest quadrant is bisected diagonally by I-65 and includes a mix of proposed residential, commercial and industrial uses along with the floodplain of Prairie Creek. This area will be influenced by the continued growth of the Anson development and the future connection of the Ronald Reagan Parkway to I-65 from Hendricks County.

**Indianapolis Avenue Southern Gateway:** The Indianapolis Avenue exit from I-65 is the first impression for many visitors to Lebanon. This corridor is planned to continue to be a vital commercial and mixed-use commercial/industrial corridor. Public input suggests that aesthetic improvements and redevelopment efforts such as landscaping, coordinated lighting and signage along the gateway could improve its visual appearance and create new economic development opportunities. The proposed Farm Heritage Trail crosses Indianapolis Avenue and provides an opportunity for a trailhead with parking at the intersection.

**I-65 Corridor:** A large mixed-use commercial/industrial area is planned along the western side of the interstate from the southern edge of the Sanitary Sewer and Water Utility Planning Area boundary, northwest to State Road 39, wrapping around a commercial area adjacent to State Road 39. The development of this area is contingent upon the extension of City utilities and the extension of Enterprise Boulevard from State Road 39 to the Indianapolis Avenue interchange. This interchange will also need to be reconstructed to accommodate the termination of Enterprise Boulevard. Prairie Creek crosses I-65 in two locations. The floodplain should be preserved as a greenway linking this area to the Farm Heritage trail and the Midland Trace Trail. Commercial uses are planned along the east side of SR 39, extending south approximately one mile from the existing corporate limits. All new development along I-65, SR 39 and SR 32 should be developed utilizing the corridor overlay regulations.

**Boone County Airport:** The existing privately owned Boone County Airport is designated as mixed use commercial/industrial, but is targeted for possible expansion. A number of options are available including further development as a private airport or the creation of a private residential airpark.

**Brookshire Arboretum:** This existing 10-acre City Park is shown to expand into an adjacent additional 100 acres.
Southwest Quadrant
This portion of Center Township is dominated by the existing and proposed expansion of the industrial and warehouse distribution uses in Lebanon Business Park, parts of which are visible from I-65. As this area expands, it is important to continue to promote a planned business park or campus-like image with appropriate aesthetic treatments and amenities. Attention to the materials, texture and color of the buildings, screening of loading and service areas from major thoroughfares, landscaping to screen and shade parking lots and other elements should be paid during the design and development phase. A zoning district or overlay that specifically addresses the needs of industrial business parks may be explored in future ordinance updates.
Center Township Thoroughfare Plan

Boone County and the City of Lebanon worked together to create the Center Township Thoroughfare Plan (CTTP), which covers all of Lebanon, and the surrounding areas within Center Township. This collaborative plan was adopted in May 2006, and will serve as the roadway transportation plan for the City of Lebanon.

The CTTP has sections on various transportation topics, including Existing Transportation Routes, Guidelines for the Development of Public Ways (transportation goals), Recommended Improvements for specific roadways, Funding Alternatives, and an updated Thoroughfare Map.

Lebanon and Boone County will refer to the CTTP for all transportation decisions within Center Township.

Airport

The Boone County Airport is a small private airport located southeast of Lebanon on CR 250S. This location has good access by county and frontage roads to the interchange of SR 267 and I-65. This airport is the home of the Boone County Airport Association (BCAA), a not-for-profit organization. Private pilots can join this organization and gain the use of the runways, maintenance facilities, and hanger space that is available by monthly rental. Of the 40 hangers at this airport that are available for rental, only seven are currently vacant, demonstrating that this is a well-used airport by the BCAA members. The airport itself, including facilities and runway condition, is in need of improvement.

It is possible that future growth may occur between Lebanon and Indianapolis along the I-65 corridor. This possibility is strengthened by the plans for the development of Anson and its industrial parks. If or when this growth occurs, the Boone County Airport (BCA) could become a logical location for the expansion of air travel to serve these businesses and industries. This airport also has the potential to become an important part of the City with the desired future annexation of, and utility extension into, this southeastern area. In order to become a commercial service airport, the BCA would need to be annexed by the City and made into a municipal airport. The BCA would also need to prepare an Airport Layout Plan, and seek local or federal funding for improvements.

Lebanon should also remain aware of the Indianapolis Executive Airport (a.k.a. Indianapolis Terry Airport). This airport currently has the ability to serve larger aircraft than the Boone County Airport. It is located roughly six miles east of Lebanon on SR 32, and currently provides service for local or recreational use, corporate use, and an increasing amount of general aviation traffic that is diverted from Indianapolis International Airport. The facilities for this airport were expanded in 2005.

Lebanon should conduct studies for airport funding and an airspace analysis to determine if an expansion of the BCA is feasible, or if it could cause conflict between the BCA and the existing Indianapolis Executive Airport in terms of aircraft instruments, runway approach zones, and other issues. Lebanon should also consult the Indiana Department of Transportation Aviation Division for guidance regarding airport expansion.
The BCA is also a possible location for unique residential development, such as an Airpark. Airparks are built around private air strips, designed so that each home lot in the Airpark has enough space for an individual small aircraft hanger that has direct access to shared taxiways and the main runway. This type of development could be created to serve private users including only homeowners and members of the airpark’s association, or first as a public municipal airport, annexed by the city and developed to federal standards. Residential development could happen as a second phase after improvements to the airport are made, as long as they meet all federal regulations, such as distance between homes and the runway. These homes could still share direct access to the runway, provided that they are allowed permanent use of the facilities.

**Railways & Trails**

The Center Township Thoroughfare Plan includes three proposed trails along abandoned rail corridors in Lebanon: the Farm Heritage Trail, the Midland Trail, and the Lebanon Zionsville Trial. These abandoned rail corridors connect adjacent towns including Thorntown, Lebanon, and Zionsville. The corridors would be 8-12 feet in width to support multiple uses such as walking, running, skating, and cycling. These three trails intersect in Downtown Lebanon, and should therefore be taken into account when improving road facilities within Lebanon to allow for the creation of and connection to trail and greenway facilities.
Highlights

• The population of Lebanon increased by a significant amount from 1990 to 2000, but up to 2003, while still increasing, does not appear to be continuing at as high of a rate of growth.

• Building trends for housing are similar to population growth trends, with a large increase of 1,300 housing units from 1990 to 2000. However, the vacancy rate increased from 0.8% to 1.9% for owner occupied housing units and from 3.7% to 8.5% for renter occupied units.

• As of 2000, the number of people in individual age groups in Lebanon appears to be evenly distributed up to the age of 49, with a decrease in age group size thereafter. The largest age group for 2000 is children under 10 years of age, which is an increase of about 370 children from 1990 to 2000. There is also an increase of individuals 70 years of age and up of about 170 people. The age group with the largest increase is that of people between the ages of 40 to 49, with an increase of 573 people from 1990 to 2000.

• The employment of Lebanon’s population changed the most within the manufacturing and education/health/social services employment sectors between 1990 and 2000. As of 2000, 17.8% of Lebanon’s population was employed in each sector, coming to a total of 35.6% of Lebanon’s population.
Population

The most recent population estimate for Lebanon in 2004 is 14,560 people. This is an increase of 338 people since 2000. According to past population trends in Lebanon, the city will likely continue to grow. The largest increase in population occurred between 1990 and 2000, with a 17.9% increase in population.

Population Growth Trends

<table>
<thead>
<tr>
<th>Year</th>
<th>Indiana</th>
<th>Lebanon</th>
<th>Lebanon Growth (#)</th>
<th>Lebanon Growth (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>4,662,498</td>
<td>9,523</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1970</td>
<td>5,195,392</td>
<td>9,766</td>
<td>243</td>
<td>2.6%</td>
</tr>
<tr>
<td>1980</td>
<td>5,490,210</td>
<td>11,456</td>
<td>1,690</td>
<td>17.3%</td>
</tr>
<tr>
<td>1990</td>
<td>5,544,159</td>
<td>12,059</td>
<td>603</td>
<td>5.3%</td>
</tr>
<tr>
<td>2000</td>
<td>6,080,485</td>
<td>14,222</td>
<td>2,163</td>
<td>17.9%</td>
</tr>
<tr>
<td>2001</td>
<td>6,125,677</td>
<td>14,074</td>
<td>-148</td>
<td>-1.0%</td>
</tr>
<tr>
<td>2002</td>
<td>6,154,739</td>
<td>14,276</td>
<td>202</td>
<td>1.4%</td>
</tr>
<tr>
<td>2003</td>
<td>6,196,269</td>
<td>14,412</td>
<td>136</td>
<td>1.0%</td>
</tr>
<tr>
<td>2004</td>
<td>6,226,537</td>
<td>14,560</td>
<td>148</td>
<td>1.0%</td>
</tr>
</tbody>
</table>

U.S. Census Bureau

Population Projection - Boone County

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>46,107</td>
</tr>
<tr>
<td>2005</td>
<td>52,192</td>
</tr>
<tr>
<td>2010</td>
<td>56,319</td>
</tr>
<tr>
<td>2015</td>
<td>59,243</td>
</tr>
<tr>
<td>2020</td>
<td>61,564</td>
</tr>
<tr>
<td>2025</td>
<td>63,401</td>
</tr>
<tr>
<td>2030</td>
<td>64,754</td>
</tr>
<tr>
<td>2035</td>
<td>65,667</td>
</tr>
<tr>
<td>2040</td>
<td>66,217</td>
</tr>
</tbody>
</table>

Indiana Business Research Center
Age

Each age category in the following chart represents a peer group of people who are close in age, and as this group ages, they move into higher age categories. Within Lebanon from 1990 to 2000, there is a noticeable increase in the number of people in peer groups from 1990’s ‘10 to 29 years of age’ categories. This shows that the largest percent of inward migration into Lebanon occurs in younger adults who most likely already had children, or had them between 1990 and 2000. The number of children under 10 years also increased by a significant amount. In addition, when looking at the relationships of age groups, we see that in 2000, the percentage of children under 10, 15.5%, is much larger than that of Indiana in 2000, at 14.3%.

### Age Composition

<table>
<thead>
<tr>
<th>Age Category</th>
<th>Lebanon 1990</th>
<th>Lebanon 2000</th>
<th>Indiana 1990</th>
<th>Indiana 2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 10 years</td>
<td>1,839</td>
<td>2,207</td>
<td>809,119</td>
<td>866,488</td>
</tr>
<tr>
<td>10 to 19 years</td>
<td>1,692</td>
<td>1,936</td>
<td>834,092</td>
<td>896,898</td>
</tr>
<tr>
<td>20 to 29 years</td>
<td>1,839</td>
<td>2,064</td>
<td>865,711</td>
<td>834,766</td>
</tr>
<tr>
<td>30 to 39 years</td>
<td>1,969</td>
<td>2,169</td>
<td>900,966</td>
<td>900,297</td>
</tr>
<tr>
<td>40 to 49 years</td>
<td>1,405</td>
<td>1,978</td>
<td>696,286</td>
<td>919,618</td>
</tr>
<tr>
<td>50 to 59 years</td>
<td>932</td>
<td>1,416</td>
<td>499,395</td>
<td>673,912</td>
</tr>
<tr>
<td>60 to 69 years</td>
<td>1,045</td>
<td>945</td>
<td>468,299</td>
<td>439,412</td>
</tr>
<tr>
<td>70 to 79 years</td>
<td>828</td>
<td>900</td>
<td>310,846</td>
<td>351,489</td>
</tr>
<tr>
<td>80 years and up</td>
<td>510</td>
<td>607</td>
<td>159,415</td>
<td>197,605</td>
</tr>
</tbody>
</table>

**U.S. Census Bureau**

### Age Composition

<table>
<thead>
<tr>
<th>Age Category</th>
<th>Lebanon 1990</th>
<th>Lebanon 2000</th>
<th>Indiana 1990</th>
<th>Indiana 2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 10 years</td>
<td>15.3%</td>
<td>15.5%</td>
<td>14.6%</td>
<td>14.3%</td>
</tr>
<tr>
<td>10 to 19 years</td>
<td>14.0%</td>
<td>13.6%</td>
<td>15.0%</td>
<td>14.8%</td>
</tr>
<tr>
<td>20 to 29 years</td>
<td>15.3%</td>
<td>14.5%</td>
<td>15.6%</td>
<td>13.7%</td>
</tr>
<tr>
<td>30 to 39 years</td>
<td>16.3%</td>
<td>15.3%</td>
<td>16.3%</td>
<td>14.8%</td>
</tr>
<tr>
<td>40 to 49 years</td>
<td>11.7%</td>
<td>13.9%</td>
<td>12.6%</td>
<td>15.1%</td>
</tr>
<tr>
<td>50 to 59 years</td>
<td>7.7%</td>
<td>10.0%</td>
<td>9.0%</td>
<td>11.1%</td>
</tr>
<tr>
<td>60 to 69 years</td>
<td>8.7%</td>
<td>6.6%</td>
<td>8.4%</td>
<td>7.2%</td>
</tr>
<tr>
<td>70 to 79 years</td>
<td>6.9%</td>
<td>6.3%</td>
<td>5.6%</td>
<td>5.8%</td>
</tr>
<tr>
<td>80 years and up</td>
<td>4.2%</td>
<td>4.3%</td>
<td>2.9%</td>
<td>3.2%</td>
</tr>
</tbody>
</table>

**U.S. Census Bureau**
Housing

Within Lebanon in 2000, 67% of occupied housing is owned and 33% is occupied by renters. The percentage of owner occupied housing for Lebanon is lower than Indiana’s 71.4%. In addition, both the rate of homeowner and rental vacancy has increased more for the City of Lebanon than for the state of Indiana. The total number of housing units in Lebanon increased by 1,292 units from 1990 to 2000.

## Housing Units and Occupancy Status

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Units</td>
<td>4,910</td>
<td>6183</td>
<td>2,246,046</td>
<td>2,532,319</td>
</tr>
<tr>
<td>Occupied</td>
<td>4,729</td>
<td>5826</td>
<td>2,065,355</td>
<td>2,336,306</td>
</tr>
<tr>
<td>Owner</td>
<td>3,150</td>
<td>3892</td>
<td>1,450,898</td>
<td>1,669,162</td>
</tr>
<tr>
<td>Renter</td>
<td>1,579</td>
<td>1934</td>
<td>614,457</td>
<td>667,144</td>
</tr>
<tr>
<td>Vacant</td>
<td>181</td>
<td>357</td>
<td>180,691</td>
<td>196,013</td>
</tr>
<tr>
<td>Homeowner vacancy rate</td>
<td>0.8%</td>
<td>1.9%</td>
<td>1.5%</td>
<td>1.8%</td>
</tr>
<tr>
<td>Rental vacancy rate</td>
<td>3.7%</td>
<td>8.5%</td>
<td>8.3%</td>
<td>8.8%</td>
</tr>
</tbody>
</table>

## Housing Units - Lebanon

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Units</th>
<th>Increase (#)</th>
<th>Increase (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970</td>
<td>3,591</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1980</td>
<td>4,755</td>
<td>1,164</td>
<td>32.4%</td>
</tr>
<tr>
<td>1990</td>
<td>4,910</td>
<td>155</td>
<td>3.3%</td>
</tr>
<tr>
<td>2000</td>
<td>6,202</td>
<td>1,292</td>
<td>26.3%</td>
</tr>
</tbody>
</table>

U.S. Census Bureau
Employment

Lebanon employment trends follow fairly closely with Indiana trends. Within Lebanon, the majority of people are employed in three employment sectors: the manufacturing sector with 17.8%, education/health/social services with 17.8%, and transportation/warehousing/utilities with 9.7%. Education/health/social services, art/entertainment/recreation/accommodation/food service, and transportation/warehousing/utilities are the employment sectors that grew the most between 1990 and 2000, while retail trade had the largest decrease in employment.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Employed</td>
<td>6,045</td>
<td>7,270</td>
<td>2,628,695</td>
<td>2,965,174</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing</td>
<td>2.2%</td>
<td>0.5%</td>
<td>2.9%</td>
<td>1.4%</td>
</tr>
<tr>
<td>and hunting, and mining</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Construction</td>
<td>8.0%</td>
<td>8.5%</td>
<td>5.6%</td>
<td>6.6%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>19.7%</td>
<td>17.8%</td>
<td>25.2%</td>
<td>22.9%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>4.7%</td>
<td>6.1%</td>
<td>4.1%</td>
<td>3.4%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>19.9%</td>
<td>9.4%</td>
<td>17.3%</td>
<td>11.8%</td>
</tr>
<tr>
<td>Transportation and</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>warehousing, and utilities</td>
<td>5.7%</td>
<td>9.7%</td>
<td>6.6%</td>
<td>7.3%</td>
</tr>
<tr>
<td>Finance, insurance, real estate,</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>and rental and leasing</td>
<td>10.5%</td>
<td>8.0%</td>
<td>5.7%</td>
<td>5.7%</td>
</tr>
<tr>
<td>Professional, scientific,</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>management, administrative, and</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>waste management services</td>
<td>7.0%</td>
<td>7.3%</td>
<td>6.6%</td>
<td>6.3%</td>
</tr>
<tr>
<td>Arts, entertainment,</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>recreation, accommodation and</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>food services</td>
<td>1.7%</td>
<td>6.9%</td>
<td>1.0%</td>
<td>7.3%</td>
</tr>
<tr>
<td>Educational, health and</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>social services</td>
<td>12.2%</td>
<td>17.8%</td>
<td>16.7%</td>
<td>19.3%</td>
</tr>
<tr>
<td>Other professional and</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>related services</td>
<td>4.5%</td>
<td>4.6%</td>
<td>5.1%</td>
<td>4.7%</td>
</tr>
<tr>
<td>Public administration</td>
<td>3.8%</td>
<td>3.5%</td>
<td>3.3%</td>
<td>3.3%</td>
</tr>
</tbody>
</table>

U.S. Census Bureau
School Enrollments

Enrollments for the entire school corporation have been steadily increasing since 1999, and are predicted to reach over 3,700 by 2010. Enrollment in Lebanon Sr. High School are steadily increasing, but the elementary schools are in various stages of enrollment. Central Elementary School enrollment has remained steady, while enrollment in Harney Elementary School is steadily decreasing. A shift in school enrollment took place in 2003-04 with a decrease in the enrollment of Perry Worth Elementary and an increase for Hattie B. Stokes Elementary, presumably due to the creation of the newer Hattie B. Stokes facility.

### School Enrollments (Lebanon Community School Corporation)

<table>
<thead>
<tr>
<th></th>
<th>Perry Worth Elementary</th>
<th>Central Elementary School</th>
<th>Harney Elementary School</th>
<th>Hattie B Stokes Elementary</th>
<th>Lebanon Middle School</th>
<th>Lebanon Senior High School</th>
<th>Total School Corporation Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998-99</td>
<td>386</td>
<td>361</td>
<td>583</td>
<td>301</td>
<td>751</td>
<td>947</td>
<td>3292</td>
</tr>
<tr>
<td>1999-00</td>
<td>383</td>
<td>362</td>
<td>579</td>
<td>269</td>
<td>784</td>
<td>886</td>
<td>3263</td>
</tr>
<tr>
<td>2000-01</td>
<td>397</td>
<td>349</td>
<td>583</td>
<td>270</td>
<td>790</td>
<td>876</td>
<td>3265</td>
</tr>
<tr>
<td>2001-02</td>
<td>389</td>
<td>358</td>
<td>589</td>
<td>246</td>
<td>816</td>
<td>885</td>
<td>3283</td>
</tr>
<tr>
<td>2002-03</td>
<td>385</td>
<td>386</td>
<td>543</td>
<td>294</td>
<td>801</td>
<td>926</td>
<td>3335</td>
</tr>
<tr>
<td>2003-04</td>
<td>286</td>
<td>376</td>
<td>476</td>
<td>455</td>
<td>781</td>
<td>978</td>
<td>3352</td>
</tr>
<tr>
<td>2004-05</td>
<td>313</td>
<td>377</td>
<td>472</td>
<td>492</td>
<td>809</td>
<td>968</td>
<td>3431</td>
</tr>
<tr>
<td>2005-06</td>
<td>328</td>
<td>378</td>
<td>453</td>
<td>540</td>
<td>826</td>
<td>1024</td>
<td>3549</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Predicted Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006-07</td>
<td>3581</td>
</tr>
<tr>
<td>2007-08</td>
<td>3635</td>
</tr>
<tr>
<td>2008-09</td>
<td>3681</td>
</tr>
<tr>
<td>2009-10</td>
<td>3726</td>
</tr>
</tbody>
</table>

*Indiana Department of Education*
Demographics

APPENDIX

School Enrollment

Population


- Perry Worth Elementary
- Central Elementary School
- Harney Elementary School
- Hattie B Stokes Elementary
- Lebanon Middle School
- Lebanon Senior High School
Key Group / Community Stakeholder Meetings

Meetings were held with seven key groups, or groups with vested interests in the future of Lebanon. These groups represented various interests including business, development, employment, education, and the health and vitality of Lebanon’s downtown. These groups were asked to discuss what they see as the community’s identity, and any desires or concerns they may have regarding Lebanon’s future.

Downtown Merchants

At this meeting the positive and negative elements of Downtown Lebanon were discussed. Some of the positives included the architecture, the “Mayberry” atmosphere, the low vacancy rate, the investment and maintenance by property owners, and Downtown’s regional draw. Some of the negatives discussed included the lack of parking enforcement and signage for public lots, the large size and incompatibility of many trees, signage that needs to be addressed, poor maintenance of sidewalk and streetscape elements, inconsistent business hours, the lack of housing downtown, and the need for a downtown organizational group.

Property Owners

During this meeting property owners were asked to discuss property issues. Some of their concerns included city code enforcement, a need to protect residential areas on the south side from encroaching industrial development, and a need for commercial services on the south and west sides. Their interests included creating a trail system for the city, and the creation of a parkland acquisition program.

Public Officials

The public officials were interested in planning for fire service areas, cooperation between the planning efforts of Lebanon, Zionsville, and Whitestown, and an attitude of more balanced growth within Lebanon with fewer development incentives. They also wanted to require developers to make more dedications for public safety and facilities, and investigate impact fees. Finally, the public officials wanted to see a rise in the median incomes throughout the City, the creation of a higher standard of housing, and the creation of more public parkland within the City.

School Officials

Several topics were discussed in the school officials group meeting, including the need for possibly expansion of the school system’s capacity, the high rate of children receiving free/reduced lunch, and the overabundant amount of multifamily housing in the City. Attendees also pointed out the need for community facilities such as the YMCA, the need to consider public transportation, and the need for higher wages and home values in the City.

Developers & Builders

Developers and builders are very concerned with the floodplain designations through and adjacent to the City. They believe them to be inaccurate, and these exaggerated floodplain lines cause hindrances to development. In order to improve relationships with developers, Lebanon should offer incentives to upper end developers, honor agreements, be proactive in extending utilities, and improve some of the interchanges. Other things that the City should remain aware of is the Anson development to the south and its potential impacts, and the possibilities of funding road maintenance and improvements through the use of wheel taxes, local gas taxes, COIT funds, and the future use of impact fees.
Realtors
The realtors group discussed the good likelihood that upper end residential will happen on the east and southeast sides of the City, and stated that clients are usually looking for 2,500 sq. ft., 4-bedroom, newer homes on smaller lots that are valued between $150K to $200K homes. The realtors would like to see more homes valued $255K and higher.

Community Visioning Committee (CVC)
The CVC discussed various topics regarding the City’s undesirable image. In order to create a more positive images, they mentioned improving the City’s gateways, better management of unattractive signage, junkyards, unscreened outdoor storage, and granting fewer variances of the ordinances. They would also like to see a design review committee, and more support of local businesses. Lebanon wants more business and housing diversity, and will need to accomplish this through better promotion of the City and downtown. Finally, they suggested that the City and the County need better cooperation, and Lebanon should utilize utility extension in order to guide development to desirable areas.

Coordination Meetings
Coordination meetings are important in order to find out what nearby counties, towns, and administrative organizations are doing that may have an affect on Lebanon, or could be an important precedent for Lebanon. In addition, coordinating with surrounding local governments and gaining their input for the Lebanon Comprehensive Plan can be an advantage when adopting and implementing the final Comprehensive Plan. The following summaries are from the Coordination meetings held for the Lebanon Comprehensive Plan.

Boone County Area Plan Commission (APC)
Some of the issues for the County include the high amount of annexation occurring in Whitestown and the possibility that they will create their own Plan Commission. There is also an area of potential overlap between the Whitestown and the Lebanon Future Land Use Maps. The APC is interested in more housing options for the County, but they would like to preserve the existing rural towns instead of creating new town centers. The APC would also like to have a countywide policy on annexation. The County’s development standards are stricter than Lebanon’s, and they would like for Lebanon to require more right-of-way dedication. Finally, the County would like for Lebanon to become a member of the APC.

Whitestown
Whitestown is growing rapidly, and in 2005 adopted a Comprehensive Plan. This plan includes parts of Center Township, and in the future this plan will include Eagle Township. There is overlap in Center Township between the Whitestown Land Use Plan, the Lebanon Land Use Plan, and the areas designated for future Lebanon utility expansion. There needs to be more cooperation between Whitestown, Lebanon, and Zionsville, and better truck routes need to be explored throughout the area. Lebanon also needs to place more of a focus on parks and open spaces, as they are currently underserved.

Department of Natural Resources (DNR)
Lebanon residents and developers are very interested in having a study done to reevaluate the floodplains that are mapped along Prairie Creek through the City of Lebanon and its downtown. DNR has decided to reevaluate the floodplains within the City of Lebanon. Some interested developers had previously stated that they would be willing to assist with the cost of remapping.
Public Workshop Summary

A Public Workshop was held at Lebanon City Hall on February 23, 2006. The workshop began with a description of the purpose of a Comprehensive Plan (CP) and its use, as well as a presentation of the previous CPs goals and their progress. For the remainder of the workshop, attendees were broken into small groups to come up with assets and needs for Lebanon. They were then asked to vote on the assets and needs that were most important.

The groups came up with several items in categories such as education, parks and recreation, quality of life / aesthetic improvement, public health and services, development standards / enforcement / public regulation, housing, business / commercial, and transportation. Some of the needs with the greatest number of votes included the creation of more housing options, specifically high-end residential, creating a new high school, improvement of sidewalk maintenance and connectivity, the need for stricter enforcement of city codes and ordinances (both design and development standards), more business diversity, improving the gateways, and better parking options and enforcement in downtown.
2005 Retail Market Power Summary Methodology

When uncovering new areas of opportunity and maximizing growth are a priority, the Retail Market Power (RMP) database provides an actionable portrait of sales opportunity for optimal site and market analysis. Claritas’ newest consumer demand product identifies growth markets with comparative retail supply and demand data, enabling an opportunity gap analysis of the retail environment. With RMP you can leverage your market share analysis and plan accordingly to capitalize on unmet demand in current or new markets. With a solid methodology, RMP delivers the most accurate retail sales and consumer expenditure estimates in the market place. Additionally, an extensive variable list of retail outlets and merchandise lines, allows for a detailed analysis of your business.

Supply Side Estimates

The base for the supply side or potential sales estimates for Retail Market Power is the 1997 Census of Retail Trade (CRY), a component of the Economic Census fielded by the U.S. Census Bureau. The county level data from CRY is updated to 2005 by accounting for changes in business sales activity each year using wage & employment data from the BLS (the ES-202 file) and local sales tax data. The county level values are allocated to block groups based on employment counts from Business Facts. This results in block group level potential retail sales estimates by NAICS (North American Industrial Classification System). The NAICS categories are further break out by Merchandise Lines and adjusted to reflect current year totals of retail sales.

Data Sources for Potential Sales:

- Census of Retail Trade (CRY)
- Annual Survey of Retail Trade
- Claritas Business-Facts
- Census of Employment and Wages
- State Sales Tax reports
- Trade Associations

Demand Side Estimates

The base for the demand side or potential expenditures estimates is the Consumer Expenditures Survey (CEX) from the Bureau of Labor Statistics. Estimates are produced by developing regression models of household expenditures for a wide range of goods and services. These household level models are combined with Claritas current year demographic estimates to create geographic estimates of potential household demand for products and services. Using CRT information, those estimates are assigned to NAICS categories and used to estimate potential demand by NAICS code.

In order to ensure that the potential demand estimates are aligned with expenditures at the macro level, control totals are introduced into the development process. These control totals are obtained through Global Insights, which is the premier source of information at the national level. Trade Associations data is also a part of the control process and it serves as a measure of expenditures in specific industries. Similar to the supply side, estimates are developed using the NAICS standard.
Data Sources for Potential Expenditures:
- Consumer Expenditure Survey (CEX)
- Global Insights
- Claritas Current Year demographics
- Trade Associations

**Opportunity Gap/Surplus**
Retail Market Power allows you to compare supply and demand to determine potential sources of revenue growth at any standard or user defined geographic level. Such comparison can be achieved at the retail outlet level or the merchandise line level. An opportunity gap appears when household expenditures levels for a specific geography are higher than the corresponding retail sales estimates. This difference signifies that resident households are meeting the available supply and supplementing their additional demand potential by going outside of their own geography. The opposite is true in the event of an opportunity surplus. That is, when the levels of household expenditures are lower than the retail sales estimates. In this case, local retailers are attracting residents of other areas in to their stores.

**Variable List**
RMP provides a wide selection of variables in both the supply and demand categories. A variety of Retail Market Power reports are available via eConnect and SiteReports or through site analysis software platforms such as iMARK and IOL.

**Retail Store Types**
- Total Retail Sales (NAICS 44-45)
- Motor Vehicle & Parts Dealers (NAICS 441)
- Automotive Dealers (NAICS 4411)
- Other Motor Vehicle Dealers (NAICS 4412)
- Automotive Parts, Accessories, & Tire Stores (NAICS 4413)
- Furniture & Home Furnishings Stores (NAICS 442)
- Furniture Stores (NAICS 4421)
- Home Furnishing Stores (NAICS 4422)
- Electronics & Appliance Stores (NAICS 443)
- Appliance, Television, and Other Electronics Stores (NAICS 4431)
- Household Appliances Stores (NAICS 44311)
- Radio Television and Other Electronics Stores (NAICS 44312)
- Computer and Software Stores (NAICS 44313)
- Camera & Photographic Equipment Stores (NAICS 44314)
- Building Material & Garden Equipment & Supply Dealers (NAICS 444)
- Building Material & Supply Dealers (NAICS 4441)
- Home Centers (NAICS 44411)
- Paint and Wallpaper Stores (NAICS 44412)
- Hardware Stores (NAICS 44413)
- Other Building Materials Dealers (NAICS 44419)
- Lawn and Garden Equipment and Supplies Stores (NAICS 4442)
- Outdoor Power Equipment Stores (NAICS 44421)
- Nursery and Garden Centers (NAICS 44422)
- Food & Beverage Stores (NAICS 445)
- Grocery Stores (NAICS 4451)
- Supermarkets & Grocery Stores (Except Convenience)(NAICS 44511)
Market Analysis Methodology

Convenience Stores (NAICS 44512)
Specialty Food Stores (NAICS 4452)
Beer, Wine, & Liquor Stores (NAICS 4453)
Health & Personal Care Stores (NAICS 446)
Pharmacies and Drug Stores (NAICS 44611)
Cosmetics, Beauty Supplies and Perfume Stores (NAICS 44612)
Optical Goods Stores (NAICS 44613)
Other Health and Personal Care Stores (NAICS 44619)
Gasoline Stations (NAICS 447)
Gasoline Stations with Convenience Stores (NAICS 44711)
Other Gasoline Stations (NAICS 44719)
Clothing & Clothing Accessories Stores (NAICS 448)
Clothing Stores (NAICS 4481)
Men’s Clothing Stores (NAICS 44811)
Women’s Clothing Stores (NAICS 44812)
Children’s and Infants’ Clothing Stores (NAICS 44813)
Family Clothing Stores (NAICS 44814)
Clothing Accessories Stores (NAICS 44815)
Other Clothing Stores (NAICS 44819)
Shoe Stores (NAICS 4482)
Jewelry, Luggage, & Leather Goods Stores (NAICS 4483)
Jewelry Stores (NAICS 44831)
Luggage, & Leather Goods Stores (NAICS 44832)
Sporting Goods, Hobby, Book, & Music Stores (NAICS 451)
Sporting Goods, Hobby, & Musical Instrument Stores (NAICS 4511)
Sporting Goods Stores (NAICS 451.11)
Hobby, Toys and Games Stores (NAICS 45112)
Sew/Needlework/Piece Goods Stores (NAICS 45113)
Musical Instrument and Supplies Stores (NAICS 45114)
Book, Periodical, & Music Stores (NAICS 4512)
Book Stores and News Dealers (NAICS 45121)
Book Stores (NAICS 451211)
News Dealers and Newsstands (NAICS 451212)
Prerecorded Tape, Compact Disc, and Record Stores (NAICS 45122)
General Merchandise Stores (NAICS 452)
Department Stores excluding leased depts. (NAICS 4521)
Other General Merchandise Stores (NAICS 4529)
Warehouse Clubs and Super Stores (NAICS 45291)
All Other General Merchandise Stores (NAICS 45299)
Miscellaneous Store Retailers (NAICS 453)
Florists & Nursery (NAICS 4531)
Office Supplies, Stationery, & Gift Stores (NAICS 4532)
Office Supplies and Stationery Stores (NAICS 45321)
Gift, Novelty, and Souvenir Stores (NAICS 45322)
Used Merchandise Stores (NAICS 4533)
Other Miscellaneous Store Retailers (NAICS 4539)
Non-store Retailers (NAICS 454)
Electronic Shopping and Mail-order Houses (NAICS 4541)
Vending Machine Operators (NAICS 4542)
Direct Selling Establishments (NAICS 4543)
Foodservice & Drinking Places (NAICS 722)
Market Analysis Methodology

Full-service Restaurants (NAICS 7221)
Limited-service Eating Places (NAICS 7222)
Special Food services (NAICS 7223)
Drinking Places - Alcoholic Beverages (NAICS 7224)
GAFO (Aggregation of Item Below)
Furniture and Home Furnishings stores (NAICS 442)
Electronics and Appliances stores (NAICS 443)
Clothing and Clothing Accessories stores (NAICS 448)
Sporting Goods, Hobby, Book and Music stores (NAICS 451)
General Merchandise stores (NAICS 452)
Office Supplies, Stationery and Gift stores (NAICS 4532)

Merchandise Line Items

Groceries and Other Foods
Meals and Snacks
Alcoholic Drinks
Packaged Liquor/Wine/Beer
Cigars, Cigarettes, and Tobacco & Smokers’ Accessories
Drugs, Health Aids, and Beauty Aids
Soaps, Detergents, and Household Cleaners
Paper and Related Products
Men’s Wear
Women’s, Juniors’, and Misses’ Wear
Children’s Wear
Footwear
Sewing, Knitting, and Needlework Goods
Curtains, Draperies, Blinds, Slipcovers etc.
Major Household Appliances
Small Electric Appliances
Television, Video Recorders, Video Cameras
Audio Equipment, Musical Instruments, and Supplies
Furniture and Sleep Equipment
Flooring & Floor Coverings
Computer Hardware, Software and Supplies
Kitchenware and Home furnishings
Jewelry
Books
Photographic Equipment & Supplies
Toys, Hobby Goods, and Games
Optical Goods
Sporting Goods
Hardware Tools, and Plumbing and Electrical Supplies
Lumber and Building Materials
Paint and Sundries
Cars, Trucks, and Other Powered Transportation
Automotive Fuels
Automotive Lubricants
Pets, Pet Foods, and Pet Supplies
All Other Merchandise
## Market Study Report

### APPENDIX

**Project 2232139 - Prepared For Ratio Architects**  
**Boone County Trade Area**  
**Lebanon, IN**

### Retail Market Power Opportunity Gap Report  
By Retail Store Types

<table>
<thead>
<tr>
<th>Category</th>
<th>Demand Consumer Expenditures</th>
<th>Supply Retail Sales</th>
<th>Opportunity Gap Surplus/Shortage</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total Retail Sales Including Eating and Drinking Places</strong></td>
<td>$444,905,000</td>
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<td>Appliances, Televisions, Electronics Stores-44311</td>
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<td>Nursery and Garden Centers-44422</td>
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<td><strong>Food and Beverage Stores-445</strong></td>
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<td>Grocery Stores-4451</td>
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<td>Supermarket, Grocery Excluding Convenience Stores-44511</td>
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<td>$1,111,000</td>
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# Retail Market Power Opportunity Gap Report
## Boone County Trade Area
### Lebanon, IN

## Gasoline Stations-447
- Gasoline Stations with Convenience Stores-44711
  - $25,902,000
- Other Gasoline Stations-44719
  - $14,795,000

## Clothing & Clothing Accessories Stores-448
### Men's Clothing Stores-44811
- $1,479,000
### Women's Clothing Stores-44812
- $4,039,000
### Children's, Infants' Clothing Stores-44813
- $683,000
### Family Clothing Stores-44814
- $6,162,000
### Clothing Accessories Stores-44815
- $325,000
### Other Clothing Stores-44819
- $1,038,000

## Shoe Stores-4482
- $2,718,000

## Jewelry, Luggage, Leather Goods Stores-4483
- $2,563,000

## Luggage and Leather Goods Stores-44832
- $2,362,000

## Sporting Goods, Hobby, Musical Instrument Stores-451
### Sporting Goods Stores-45111
- $5,436,000
### Hobby, Toys & Games Stores-45112
- $1,803,000
### Sew/Needlework/Piece Goods Stores-45113
- $480,000
### Musical Instrument and Supplies Stores-45114
- $485,000
### Book, Periodical and Music Stores-4512
- $2,439,000
### Book Stores and News Dealers-45121
- $1,501,000
### Book Stores-451211
- $1,366,000
### News Dealers & Newsstands-451212
- $143,000
### Prerecorded Tapes, CDs, Record Stores-45122
- $951,000

## General Merchandise Stores-452
### Department Stores Excluding Leased Departments-4521
- $35,653,000
### Other General Merchandise Stores-4529
- $17,336,000
### Warehouse Clubs and Super Stores-45291
- $11,079,000
### All Other General Merchandise Stores-45299
- $6,271,000

## Miscellaneous Store Retailers-453
### Florists-4531
- $1,363,000
### Office Supplies, Stationery, Gift Stores-4532
- $4,987,000
### Office Supplies, Stationery Stores-45321
- $2,174,000
### Gift, Novelty and Souvenir Stores-45322
- $2,823,000
### Used Merchandise Stores-4533
- $1,149,000
### Other Miscellaneous Store Retailers-4539
- $4,219,000

## Trade Area Demand Consumer Expenditures
- $40,688,000

## Trade Area Supply Retail Sales
- $79,081,000

## Trade Area Opportunity Gap Surplus/Shortage
- $-38,393,000

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### Project 2232139 - Prepared For Ratio Architects

**Boone County Trade Area**  
**Lebanon, IN**

#### Retail Market Power Opportunity Gap Report  
**By Retail Store Types**

<table>
<thead>
<tr>
<th>Retail Store Types</th>
<th>Demand</th>
<th>Supply</th>
<th>Opportunity Gap</th>
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<tbody>
<tr>
<td></td>
<td>Consumer Expenditures</td>
<td>Retail Sales</td>
<td>Surplus/Shortage</td>
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<td>Non-Store Retailers-454</td>
<td>$26,865,000</td>
<td>$19,398,000</td>
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<td>Electronic Shopping, Mail-Order Houses-4541</td>
<td>$14,469,000</td>
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<td>Vending Machine Operators-4542</td>
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<td>Direct Selling Establishments-4543</td>
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<td>Foodservice and Drinking Places-722</td>
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<td>Full-Service Restaurants-7221</td>
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<td>Limited Service Eating Places-7222</td>
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<td>Special Foodservices-7223</td>
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<td>Drinking Places Alcoholic Beverages-7224</td>
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<td>GAFO*</td>
<td>$105,545,000</td>
<td>$45,262,000</td>
<td>$60,283,000</td>
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<td>General Merchandise Stores-452</td>
<td>$52,981,000</td>
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<td>Furniture and Home Furnishings Stores-442</td>
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<tr>
<td>Electronics and Appliance Stores-443</td>
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<td>Sporting Goods, Hobby, Book, Music Stores-451</td>
<td>$7,870,000</td>
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<td>Office Supplies, Stationery, Gift Stores-4532</td>
<td>$4,987,000</td>
<td>$3,646,000</td>
<td>$1,341,000</td>
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</table>

*GAFO (General merchandise, Apparel, Furniture and Other) represents sales at stores that sell merchandise normally sold in department stores. This category is not included in Total Retail Sales Including Eating and Drinking Places.*
Overview

The update process for the Comprehensive Plan (CP) began in January 2006. During the process, a total of seven steering committee meetings were held. The steering committee was made up of various public officials, citizens, and other community representatives. This group was created as a way of reviewing ideas and portions of the CP throughout the update process. They were used to make sure that the CP would meet the goals and desires of the City, and be a usable document for future land use and development decisions.

Summaries of all of the steering committee meetings are listed here, and are included on the following pages:

- January 11, 2006
- March 8, 2006
- May 10, 2006
- June 28, 2006
- July 12, 2006
- July 26, 2006
- November 8, 2006
Project: Lebanon Comprehensive Plan Update

RATIO Project No.: 04114.001

Date/Time: January 11, 2006

Purpose: Comprehensive Plan Steering Committee Kick-off Meeting

Held at: Lebanon City Hall

Participants: (see below)

The intent of the meeting was to discuss the scope, schedule, and issues relating to the update of the 1999 Comprehensive Plan. A summary follows:

1. RATIO reviewed the schedule with committee members to demonstrate the timeframe and milestones associated with the Plan update.
2. The scope of work for the project was discussed. That scope can be found in a separate document. The issues discussed in accordance with the scope included:
   a. Housing – Housing diversity would be reviewed as part of the project.
   b. Image – Identification and improvement of gateways. – The CVC has already developed some goals and objectives. RATIO will coordinate with them. This information can aid in the analysis of gateways for this plan.
   c. Downtown – The downtown element will be a key component of the Plan. A committee has already been formed to conduct a parking study of downtown. This information can be integrated into the Comprehensive Plan’s parking analysis. A meeting will be held with downtown merchants. Contact Mrs. Nance at the Coffee House.
3. The group established a tentative schedule for meetings
   a. Stakeholder interviews could be held with groups such as the CVC, downtown merchants, developers, public officials, schools (all levels of education), infrastructure interests (including police, fire, the street department, and utilities), existing business owners and entrepreneurs (some possibly from the CVC focus groups), the chamber of commerce. The City will provide a list of the five groups to be interviewed.
   b. Coordination interviews could be held with the County (Steve Niblick) and agencies such as DNR, INDOT and the County Surveyor’s office. With DNR, the focus would be on redrawing the city’s floodways and flood plains and the effect this may have on the Land Use Plan. It was also mentioned that there might be a new development interested in locating in Lebanon that could facilitate and hasten the revising of the flood maps.
   c. Stakeholder and Coordination meetings will be held prior to the Public Visioning Workshop.
4. Communicating the Plan to the public was discussed. Advertisement for the public workshops might include a flyer for posting or sending out with schools packets, articles in the Lebanon Reporter and the Sun Times, announcements at the council meetings that are aired on the local cable access channel, and a notice or card to be sent out with utility bills.
5. RATIO’s website www.CommunityCollaborate.com was discussed as an important tool for increasing accessibility to the Planning Process.
6. The steering committee members present were to be asked 3 questions, but time limits only allowed two. The first was what they think the #1 growth and development issue is for Lebanon. Their opinions include:
   a. Transportation
i. Gateways
b. Enforcement of development standards.
c. Diversification of housing. – Lebanon currently has enough starter level homes, but is lacking in homes for higher income buyers with higher design standards. Need a wider variety of housing types to keep people in the city once they have moved beyond starter homes. Lebanon needs a wide diversity of housing options, including starter homes, better quality single family homes, townhomes, and apartments, among others. Steering committee members are also interested in seeing Lebanon’s breakdown of housing types. This study could be based on building permits from the past five years, an inventory conducted through aerial photography, or by utilizing the Boone County housing study done last year (2005).
d. The perception that people have of Lebanon is sometimes judged by the interstate interchanges. This perception needs to be improved through higher design standards for buildings, signage, and other design elements. Beyond this, Lebanon needs to gain a higher level of enforcement to make sure that these improvements are carried through.
e. The fact that it may be “too easy” to develop land in Lebanon is an issue. This is a benefit when the city is interested in attracting new developers, but a hindrance when the developers are able to build to any design/site layout standard that they want. The low permit fees are helpful for local small developers, but are not effectively regulating the large corporation developers or gaining sufficient development funds for the city.
f. Diverse economy.

7. The steering committee members were asked to discuss what makes Lebanon unique. Their opinions included:
   a. Lebanon has a great location along Interstate-65 between Indianapolis and Lafayette. The multiple interstate exchanges are a benefit for the city.
   b. Lebanon is a “small town” community that will soon be growing at a rapid rate, allowing the city the opportunity to begin planning for the growth before it occurs and possibly retain their small town identity.
   c. The Courthouse (1912/15) and the square are among the most beautiful in Indiana.
   d. Lebanon has a diverse, growing population.

8. A final discussion was focused on the growing school population in Lebanon and the need to attract a higher quality of housing to support the school budgets, as well as the need to build a new high school for which the school corporation has already purchased land.

MEETING DATES
February 14, 2006 – City Council – Announcement of Project Start
February 15, 2006 – CVC Meeting at 8:30 AM
February 23, 2006 – Public Workshop at 7:00 PM
March 8, 2006 – Steering Committee Meeting at 10:00 AM
May 10, 2006 – Steering Committee Meeting at 10:00 AM
July 12, 2006 – Steering Committee Meeting at 10:00 AM

ACTION ITEMS
City staff to set up Stakeholder and Coordination Interviews
City staff to work with Dick Robertson and Kristie McKillip to select stakeholder groups and members of those groups
City staff to be responsible for noticing of all public meetings

Respectfully submitted,

Pete Fritz, AICP, ASLA
Director of Urban Planning
Project: Lebanon Comprehensive Plan Update
RATIO Project No.: 04114.003
Date/Time: March 8, 2006
Purpose: Comprehensive Plan Steering Committee Meeting
Held at: Lebanon City Hall
Participants: (see below)

Attendance
Unrecorded

Meeting Discussion
During this steering committee meeting, the members reviewed the following:

- Key Group Interview Summary
- Workshop Summary and Results
- A survey focused on Land Use, Infrastructure, and Downtown

The steering committee reviewed these documents, and were asked to fill out the survey and return it to either City Hall or RATIO at a later date.

Next Steering Committee Meetings

May 10, 2006

Please save these dates on your calendars. Your attendance at the meetings and active participation is critical to the success of the Comprehensive Plan Update for Lebanon.

Respectfully submitted,

Pete Fritz, AICP
Planner
Project: Lebanon Comprehensive Plan Update

RATIO Project No.: 04114.003

Date/Time: May 10, 2006

Purpose: Comprehensive Plan Steering Committee Meeting

Held at: Lebanon City Hall

Participants: (see below)

**Attendance**

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<td>Mike Martin</td>
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<td>Dick Robertson</td>
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<td>Pete Fritz (RATIO Architects, Inc.)</td>
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<td>Jackie Turner (RATIO Architects, Inc.)</td>
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1. The extent of the Whitestown Planning area was discussed. The County Plan Commission will reconsider the planning area for Whitestown on Wednesday, June 7.

2. RATIO will get more information from the City Parks Department to:
   a. Tie in greenway corridors shown on the draft map with proposed park areas.
   b. The city developed public open space complements the developer provided open space.

The draft Future Land Use Map was presented with the following comments:

3. Reduce the commercial area from the previous preliminary plan at North Lebanon (SR 39) & 300 North

4. Add neighborhood commercial nodes on east side where future residential development is planned.

5. Committee wants to leave commercial area/industrial area to the south and west side of I-65 as large as it was shown on the previous preliminary plan.

6. Because of the amount of commercial shown on the west side of I-65, it was suggested that there needed to be additions residential development in order to support it.

7. We asked how the size of the Airport Related land use designation on Lebanon Utilities Map came about and whether it was realistic to expect the airport to expand in light of Terry Airport (off of 421 in the north county). Terry Airport currently serves corporate users. The size of the area shown on the utilities map will be reduced on the new land use map.

8. The importance of Gateways was discussed. Improvements such as sidewalks, landscaping, and lighting would be included in the Plan. On Indianapolis Avenue, sidewalks are needed to connect the 4-H grounds, businesses, and the schools.

9. For more trails information, we can contact the Friends of Boone County Trails. Dick Robertson and others are starting their own trails group in the City.

10. The plan needs to take a careful look at the extension of the Ronald Reagan Parkway into Boone County and its impacts.
11. In the area of Perry Worth Elementary at 300S and 400E, consider wrapping commercial development around the school and then surrounding that with residential.

Downtown Core Comments

12. The committee agreed on most of the intersections that were designated community gateways. It was suggested that the south gateway should be moved north to the intersection of State Route 39 and Elm Street.

13. Committee identified specific areas that may have special policies or be treated as overlay districts. They are the Historic Core and the Downtown Extended area.

14. The importance of revising the floodway and flood plain designations in the downtown in order to encourage infill development was discussed.

15. The committee was given worksheets regarding goals and objectives to include in the plan. Because of the time, they took the packets with them and will return to Kristi Culley at the Lebanon Building Inspection Department by June 12, 2006.

16. City staff will send out packets to committee members that did not in attend the meeting and request that also be returned to Kristi Culley at Lebanon City Hall by June 12, 2006.

Next Steering Committee Meetings

Wednesday, June 28, 2006
Wednesday, July 12, 2006

Please save these dates on your calendars. Your attendance at the meetings and active participation is critical to the success of the Comprehensive Plan Update for Lebanon.

Respectfully submitted,

Jackie Turner, AICP
Planner
MEETING SUMMARY

Project: Lebanon Comprehensive Plan Update

RATIO Project No.: 04114.003

Date/Time: June 28, 2006

Purpose: Comprehensive Plan Steering Committee Meeting

Held at: Lebanon City Hall

Participants: (see below)

Attendance
Mike Martin
Dick Robertson
Jim Nelson
Bob Duff
Jim Stevenson
Ted Caldwell
Kristie McKillip
Scott Turner
Pete Fritz (RATIO Architects, Inc.)
Jennifer Higginbotham (RATIO Architects, Inc.)

1. The committee discussed the Boone County Airport. This airport is in need of improvements and is willing to be annexed by Lebanon. The committee agreed that this could be an asset to the city, as well as for utility extension to the south. The City is allowed to annex a non-contiguous airport.

2. The airport’s existing runway would need to be extended to the north and possibly south past 250S, and enough land should be set aside to the west, in the Land Use Plan to anticipate an E-W runway.

3. Lebanon Utilities have had meetings with Whitestown and Boone County about their intentions for utility extension south of Center Township. The eventual update to the Boone County Comprehensive Plan will need to address both Lebanon’s and Whitestown’s intentions to expand utilities into this area, while trying to come to a mutual agreement with both cities.

Community Character Goals and Objectives Comments
1. The committee informed RATIO that there might be conflict when trying to locate welcome signage for the City in state highway right-of-way.

Indianapolis Avenue Comments
1. The committee reviewed a framework analysis of the Indianapolis Avenue corridor.

2. There was a suggestion to create a bus terminal or multi-modal facility in the County-owned area south of Indianapolis Avenue that the County’s Highway Garage currently uses for outdoor storage.

3. RATIO was informed that an open space adjacent to the Hattie B. Stokes Elementary School is privately owned and that the school has already considered purchasing it, but it is currently too expensive.

4. The committee asked about alternative land uses on the Prologis site, such as big box retail. The intention is to avoid the large truck traffic that could potentially be generated by a large industrial/distribution use such as Prologis.
5. The committee agreed with the redevelopment of vacant industrial sites, but many industrial buildings along this corridor are currently occupied. The Economy building may be a redevelopment opportunity.

6. The committee would like to know how much of the route for the Hoosier Heartland Trail into Lebanon has already been purchased.

7. The committee informed RATIO that a group of students will be working with the Gateway Association to create design ideas. This effort may also extend to gateways all over the city. There is also a committee currently investigating lighting.

Public Facilities and infrastructure Goals and Objectives Comments

1. The County is now working with DNR to create a study of the watershed, which will contribute to the future remapping of the floodplains through Lebanon and Center Township.

2. The committee would like to see the words “potentially hazardous” removed from a goal regarding septic systems.

3. The committee is interested in park impact fees, and referenced Zionsville and Greenwood as examples. They would like to see implementation guides with the plan to identify the responsibilities of the goals and their priorities, as well as a timeline for implementation.

4. The committee would like to see the annexation group and Lebanon Utilities coordinate on annexation and utility extension issues.

5. The annexation committee may be asked to initiate a study on the best economic use of the land occupied by the Boone County Airport, either as a municipal airport, or as residential or commercial development.

Next Steering Committee Meetings

Wednesday, July 12, 2006

Please save this date on your calendars. Your attendance at the meetings and active participation is critical to the success of the Comprehensive Plan Update for Lebanon.

Respectfully submitted,

Pete Fritz, AICP
Planner
Pete welcomed everyone to the meeting and began the discussion by recapping the June 28, 2006 meeting and beginning a review of Chapters 4-6 of the Draft Comprehensive Plan. The following is a summary of the discussion that took place:

1. The committee had discussed possibly recommending annexation of the Boone County Airport (BCA) at the June 28 meeting. It was mentioned that the Indianapolis International Airport likes the BCA because it is not in their flight path. Further discussion between City officials is needed before making any recommendations for BCA annexation. The City may want to speak with airport consultants to discover what the benefits of BCA annexation may be, and to discuss available funding.

2. The Center Township Thoroughfare Plan went before the county commissioners. The commissioners have not taken action yet, but will consider the document and create a resolution for adoption for the next meeting.

Goals and Objectives Review

1. The committee requested that minor changes be made to the 2010 housing value distribution chart within the Housing Diversity Profile.

2. The committee requested that the plan recommend the inclusion of duplexes (a specific example was of senior housing duplexes) in the MF3 zoning district.

3. The committee requested that recommendations for housing in Downtown Lebanon are made in coordination with safety recommendations in the zoning ordinances.

4. The committee would like the plan to include recommendations for smaller lots for residential housing in order to provide additional open space, as long as safety requirements and design standards are met.

5. In coordination with an economic development goal, the committee would like the plan to include an action step that recommends reviewing the ordinances to allow and encourage the expansion of downtown businesses.
6. The steering committee would like the plan to encourage the expansion of technologies such as wireless networks, in addition to GIS.

**Land Use Map**

1. When planning for development near the BCA, commercial uses should be aligned to respond to a east-west or NE/SW runway.
2. The steering committee is concerned about the current zoning of the Prologis site. They asked about alternative land uses, such as big box retail. They are concerned that industrial/distribution development of this site may cause additional truck traffic and negatively impact the Indianapolis Avenue Corridor.
3. The site for Brookshire Arboretum should be included in the Land Use Plan as Public Use.
4. There are sites along the rail line south of Lebanon that are being considered for purchase by the City, either to open up areas of public space and possible commuter rail transportation, or if the rail line closes, the site would provide an advantage in the potential conversion of that rail line into the regional trail system.
5. There was discussion about matching some areas of the Land Use Plan to the proposed thoroughfares that are designated in the Center Township Thoroughfare Plan. This would allow the City an advantage in the creation of these thoroughfares, as they would be shown in both the thoroughfare and land use plans. This could strengthen the likelihood that thoroughfares, such as the extension of Enterprise Blvd., would be developed.

At the conclusion of the meeting, the steering committee agreed to hold one more meeting to discuss the remaining goals of the plan, before they are revised into a draft for public review. The next meeting will take place on Wednesday, July 26, 2006. Following this review, a date will be set for a Public Open House review of the Draft Comprehensive Plan.

Respectfully submitted,

Pete Fritz, AICP
Planner
Project: Lebanon Comprehensive Plan Update
RATIO Project No.: 04114.003
Date/Time: July 26, 2006
Purpose: Comprehensive Plan Steering Committee Meeting
Held at: Lebanon City Hall
Participants: (see below)

Attendance
Mike Martin          Stan Meece
Dick Robertson       John Lasley
Jim Nelson           Emmadell Sturgis
Bob Duff             Pete Fritz (RATIO Architects, Inc.)
Ted Caldwell         Jennifer Higginbotham (RATIO Architects, Inc.)

Pete welcomed everyone to the meeting and began the discussion by recapping the July 12, 2006 meeting and a recent meeting with INDOT representatives:

- The Center Township Thoroughfare Plan has now been adopted by both Boone County and the City of Lebanon, and currently INDOT is taking that plan into consideration and are willing to support it.
- INDOT is still investigating the northern interchange of I-65 and the potential interchange at 300 N to discover the most likely project. They are also considering the extension of I-65 improvements on up to those interchanges (up to 250 N).
- INDOT is also aware of the City’s desire to extend Enterprise Blvd. to the southern interchange.

The steering committee then moved on to discussion regarding Chapter 6: Downtown Plan and Chapter 9: Transportation of the draft document:

- The committee would like the Downtown Framework Analysis Map to include a minor gateway from Lafayette Ave.
- The committee mentioned a local lighting committee who are exploring lighting options downtown and along gateways. The CVC and the committee intend on working with Ball State students on gateway themes and downtown streetscape possibilities.
- Signage is needed for better wayfinding into downtown, especially from N. Lafayette Ave. to W. SR 32.
- There are two main locations that could be opportunities for pocket parks downtown: NE corner of Main and Meridian streets; and SW corner of Washington and West streets.
- Revisions should be made to the second objective of the second goal under Downtown Goals.
- It was mentioned that the City could explore the idea of having the downtown listed on the National Register of Historic Places in order for property owners to receive tax benefits and improvement assistance, or Lebanon could create their own local historic district to establish downtown oriented regulations.
• Questions were asked about good street trees for downtown and within streetscapes. Two types mentioned were Honeylocust and Ginkos, but the document will include a list of others.

At the conclusion of the meeting, the steering committee set a date for public review. The public open house will be held on Tuesday, September 12 at 7pm in City Hall. Copies of the draft Comprehensive Plan will be available prior to that date within City offices and at locations such as the Library.

Respectfully submitted,

Pete Fritz, AICP
Director of Urban Planning
### Project:
**Lebanon Comprehensive Plan Update**

### RATIO Project No.:
04114.003

### Date/Time:
November 8, 2006

### Purpose:
Comprehensive Plan Steering Committee Meeting

### Held at:
Lebanon City Hall

### Participants:
(see below)

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<td>Bob Duff</td>
<td>Jennifer Higginbotham (RATIO Architects, Inc.)</td>
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<td>John Lasley</td>
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Pete welcomed everyone to the meeting and began the discussion by recapping the July 26, 2006 meeting. Pete then gave a brief summary of the September 12 and October 26 Public Open Houses. At the conclusion of this summary, the three members of the public who were in attendance were invited to tell the committee why they were there:

- According to the draft Land Use Map presented at the Open Houses, the area where they live just north of the Lebanon city limits is proposed for commercial, but is currently residential, including their property. They would like to see the commercial area reduced.
- A golf course exists within the proposed residential areas north of Lebanon. This should be considered a recreational use.
- They felt that the open houses weren’t advertised enough. The committee discussed this and determined that the meetings were advertised to the best of Lebanon’s ability and were advertised more than many other communities.
- They were concerned that a Commercial Node was placed at an existing cemetery. The committee assured them that the cemetery would not be disrupted, and that the Commercial Node is a recommendation for small-scale commercial development somewhere near that location, dependent on residential growth in that area.

The steering committee then moved on to discussion regarding changes to the Open House draft in preparation for an adoption hearing in December:

- Several changes to the Land Use Map were discussed and made by the Steering Committee including:
  - An area within City limits near Witt Rd. should be changed from residential to commercial.
  - Areas along the north side of Camp St. should be changed from residential to commercial.
The commercial areas north of Lebanon along SR 39 will be reduced somewhat and changed into a Planned Residential/Commercial Mix land use designation, which will also require additional text to be added to the Comprehensive Plan within the Map Quadrants section and the Land Use Designation sections. This text will also reference the commercial area’s dependence on the creation of a new I-65 interchange.

- The Agricultural designation should be assigned a color.
- The Industrial area southwest of Lebanon will be extended to 200S.
- The Commercial/Industrial area south of Lebanon will be extended south on the east side of SR 39 to 250S, as well as southeast along I-65.
- The area south of the extended Commercial/Industrial area will be designated for residential use.
- The area within the Sanitary Sewer and Water Utility Planning Area just south of Center Township and east of I-65 will be designated for Planned Residential/Commercial Mix.

- The Center Township Thoroughfare Map should be updated to include a designation upgrade to 250S with a notation on the map explaining the upgrade.

- An action step for maintenance of sidewalks citywide should be added to the Public Facilities chapter.

- An action step for the creation and maintenance of streetlights citywide should be added to the Public Facilities chapter.

- The committee prioritized action steps that were added into the plan after and in response to public review.

The meeting was concluded with the understanding that changes will be made to the Comprehensive Plan and an Adoption Draft will be produced with time for the Plan Commission to review it before the public hearing. Steering Committee members will be notified when the draft is completed and posted on CommunityCollaborate.com for downloading.

Respectfully submitted,

Pete Fritz, AICP
Director of Urban Planning