



CHAPTER 4

LAND USE PLAN

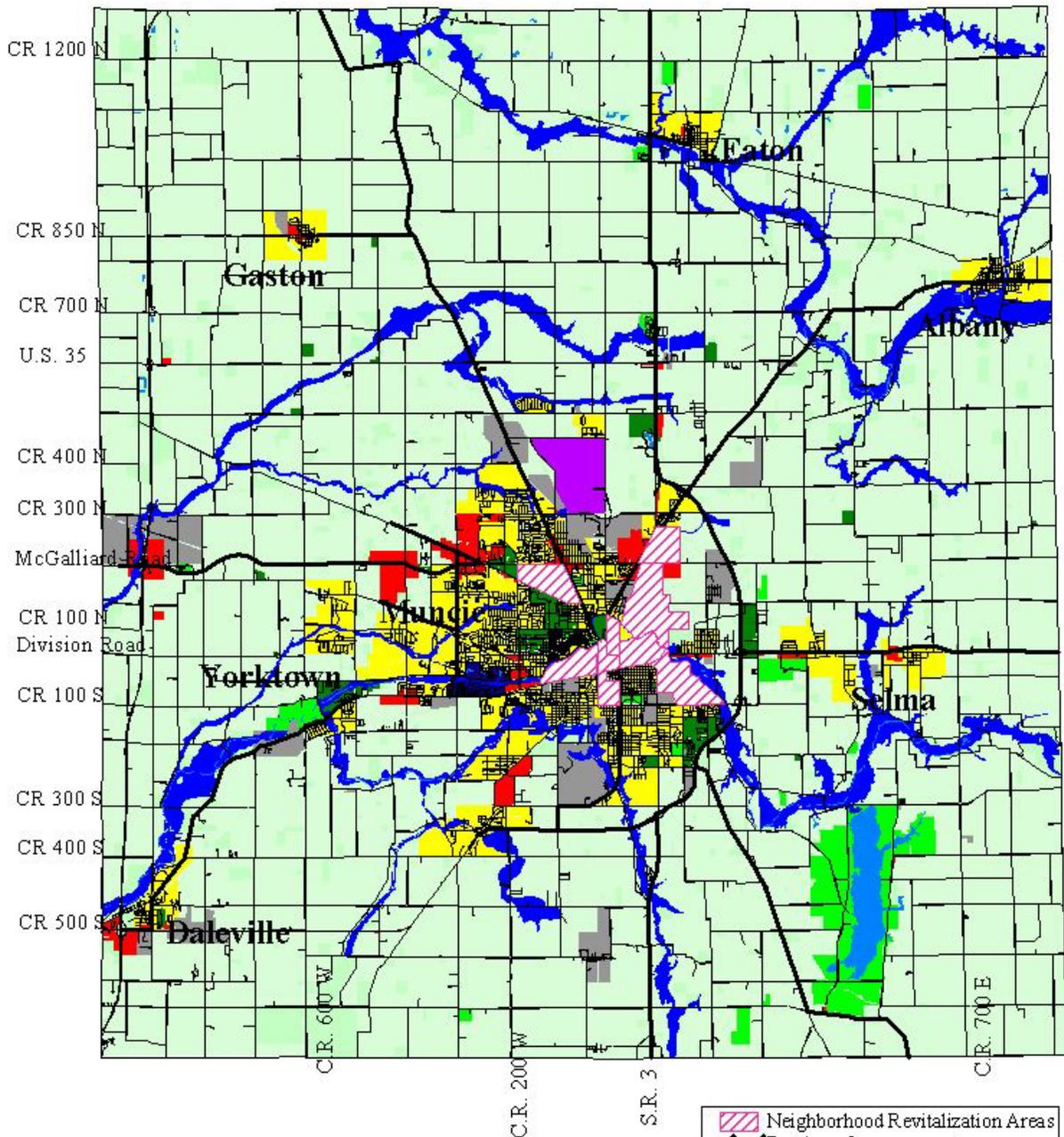
4.1 INTRODUCTION.

The process of developing the Land Use Plan began with the development of four separate land use alternatives that represented different strategies for achieving the ends of the Policy. The merits and demerits of each alternative were debated, and different elements were selected for inclusion in the final Plan.

The selected Land Use Plan is shown in the attached Map 4-1, Land Use Plan¹. This Plan has several emphases, which are listed as follows:

- The Plan encourages focused residential development around the Towns of Gaston, Eaton, Albany, Selma, Yorktown and Daleville. This development is meant to satisfy the demand for rural residential housing without greatly compromising public services provision or agricultural production, and is complemented through the implementation of roadway improvements connecting these satellites to Muncie.
- Infill development is encouraged in and around the City of Muncie in a concentric pattern fashioned by the Muncie By-Pass on the east.
- The development opportunities provided by interstate interchanges are capitalized through industrial and interstate-related commercial development, particularly around the Daleville (SR 67) and McGalliard Road (SR 332) interchanges.
- The revitalization and redevelopment of key inner-city neighborhoods is encouraged.
- The Downtown's future as the commercial and office center of the County is secured.
- Environmentally-sensitive areas, particularly areas of floodplain, woodlots and habitats, are preserved from future development.

¹ As per the existing land use patterns discussion from Chapter 3 (Map 3-1), a great deal of scattered residential land uses are present in non-urbanized portions of the County. For purposes of clarity, Map 4-1 does not show the majority of this residential development; however, the development is assumed to continue to exist (i.e., there is no proposal here to remove it), and the following discussion will incorporate the acreage from these residential uses.



Map 4-1: Land Use Plan



4.2 DESCRIPTION OF LAND USE PLAN.

4.2.1 Overview of Final Land Use Alternate. The final alternate contains the following proposed uses (refer to Chapter 3, Table 3-1 for existing land use acreages):

Table 4-1: Planned Land Uses

Land Use	Delaware County		Delaware Cty (w/o Muncie)		Muncie ²	
	Acreage	% Total	Acreage	% Total	Acreage	% Total
Agricultural	187,430	75.7%	186,541	78.9%	1,328	9.8%
Commercial	3,146	1.3%	2,095	0.9%	1,051	7.8%
Industrial	5,535	2.2%	4,112	1.7%	1,423	10.6%
Residential	29,167	11.7%	22,548	9.5%	6,619	49.3%
Public/Institutional	3,318	1.3%	1,930	0.8%	1,388	10.3%
Parks/Recreation	4,132	1.7%	3,873	1.6%	259	1.9%
Water/Floodplain	16,910	6.6%	15,118	6.4%	1,353	10.1%
Total	249,638	100.0%	236,217	100.0%	13,421	100.0%

4.2.2 Analysis of Land Use Plan. This section examines some of the impacts expected under this Land Use Plan. Transportation impacts and the improvements required to meet the needs of the Land Use Plan will be the subject of the next chapter, and hence are not discussed here.

4.2.2.1 Residential Density. At existing densities, the build-out population under the Plan is 145,835 persons for the County as a whole, and 70,161 for the City of Muncie. Existing densities can therefore accommodate the projected 2020 County population (listed in Chapter 3, Table 3-5) of 133,900 persons, but they cannot accommodate the City's projected population of 78,067 persons. Increasing residential densities within the City would help somewhat in rectifying this imbalance between buildout and projected populations; however, even the highest-density scenario considered in Chapter 3 required about 625 acres, and only 150 acres is provided here. It becomes apparent, then, that the City will need to annex in order to accommodate the demand for its services. The 1,438 acres of planned residential uses west of the City and the 606 acres to the northwest of the City are the most logical targets for this annexation. This acreage can accommodate a high single-family mix provided that densities are no more than two units per acre.

Residential land uses in the County increase by about 5,500 acres, or 23%. Referring to the discussion of different residential mixes and densities in Chapter 3, this increase can accommodate a high single-family mix, in keeping with the existing character of the County. Provided that the single-family densities within

² The figures for Muncie listed here assume no annexation. It may be expected that annexation will take place (see Chapter 8: Implementation), and planned land uses will change according to the area annexed.

the City of Muncie are maintained at a minimum of two units per acre, then single-family densities in the County (outside of Muncie) can be at densities of one unit per acre.

The Plan emphasizes residential reinvestment and redevelopment within Muncie's inner city. Neighborhood plans that more explicitly discuss reinvestment and redevelopment strategies are under the purview of the City of Muncie's Department of Community Development.

4.2.2.2 Economy. Industrial land uses within the County increase by 1,945 acres (over 50%). About half of this increase, 930 acres, is located in the vicinity of the I-69/McGalliard Road interchange. This site was chosen because of its easy access to both surface and rail modes of transportation, and because of the minimal presence of competing land uses (particularly residential). The planned commercial uses in this vicinity may offer an opportunity for a mixed-use business park at this interchange. Other areas of industrial land use include Daleville and areas of the McGalliard Road corridor as illustrated on Map 4-1.

As with residential uses, the amount of land allocated to industrial uses exceeds that required in the projections (Chapter 3). This allows for some flexibility in siting industrial land uses, particularly the heavy industrial users indicated in the Targeted Industry Study (TIS). The TIS lists several types of industrial users that may be classified as heavy industry, including metalworking, plastics, transportation equipment, and production machinery.

At existing densities, build-out industrial employment for the County under the Plan is approximately 27,120 employees.

Commercial land in the County increases by 1,040 acres, or about 50%. About 260 acres is focused around the I-69/McGalliard Road interchange for highway-serving retail and office uses. The I-69/SR 67 interchange is similarly targeted for increased commercial activity, including retail and offices. Muncie's Downtown is targeted for commercial redevelopment, particularly for office and regional/specialty retail uses. McGalliard Road within Muncie is a focus for retail development.

At existing densities, build-out of commercial areas is expected to be approximately 54,400 employees, about 18,200 of which will be in the City of Muncie.

4.2.2.3 Parks and Open Space. Some decrease in parks and recreation acreage within the City is evident. This results from the inclusion of the new category of floodplain, since much of land previously classified as parks and recreation took place in floodplain. It should be noted that passive recreation, when properly conducted, is an appropriate use of floodplain, and maximizes the utilization of an

otherwise unusable site. Parks and recreation within the County increases, primarily through the expansion of recreational space around the Reservoir. In addition, although their acreages are not listed in the Land Use Plan, linear parks (greenways) are proposed for several portions of the planning area.

4.2.2.4 Environment. The inclusion of floodplain as a designated land use is meant to clarify the location of other land uses. However, it also emphasizes an environmental conservation theme that is present in the Land Use Plan. As would be expected, most of the floodplain was previously undeveloped. Some acreage was previously used for agricultural and recreational uses, and provided that certain conditions are met (in particular, no construction or cut/fill), can continue to be used for those purposes without adverse effect.

4.2.2.5 Agriculture. Agricultural land declines for both the City and the County. The City experiences a loss of 25% of its agricultural land, while the County as a whole loses a little over 4%. It is noteworthy that with regards to the County, this loss is over a 20-year period, and represents a much lower rate of loss than the 0.75-1.0% loss per year that had been previously experienced. Also, the agricultural acreage does not include potentially tillable areas currently listed as being in the floodplain.

4.2.2.6 Public Utilities and Services. New growth is generally encouraged in areas that can be supported by existing water and wastewater systems with minimal capital investment, generally around existing towns, and within the vicinity of the City of Muncie. One significant exception is the industrial and commercial growth planned for the I-69/McGalliard Road interchange.

In order to maintain the level-of-service standards discussed in Chapter 3, the County's population growth (outside of the City of Muncie) is expected to necessitate the hiring of an additional 13 police officers and 5 fire-fighting personnel. Some of the towns where focused residential growth is planned may have to increase the proportion of full-time to volunteer fire-fighting personnel. Since growth is focused around existing areas, new police and fire stations may not need to be constructed, with the exception of the I-69/McGalliard Road interchange.

The increase in population in the City and County will necessitate another 30 hospital beds and 6.5 physicians in order to maintain adequate levels of service. The aging of the population nationwide is expected to affect Muncie; assuming that the percentage of the population over the age of 65 increases from 12.7% to 15%, then the number of nursing home beds will need to rise by about 300.

The BEA population projections do not provide estimates by age. Assuming that the proportion of school-age children to the total population moderately declines to about 15%, then by the Year 2020, there will be approximately 20,000

students, an increase of about 2,000 students. A state-issued transportation cost standard for students³ is \$460 per pupil per year, which translates into about \$920,000 annually. State-issued capital expenditures standards⁴ are 150 square feet per pupil times \$100 per square foot, for a total capital cost of \$30,000,000; amortizing this cost over 20 years with 6% interest yields an annual capital cost of about \$2,600,000. Overall, the school districts in the County maintain a student-faculty ratio of about 14.9 students per faculty member (including teachers and supportive staff); applying this ratio to the increase in students yields an additional 134 faculty. Assuming a salary range of \$35,000 to \$45,000 (including benefits) yields an estimated annual operating impact of \$4,690,000 to \$6,030,000.

4.2.2.7 Neighborhood Impacts. The Land Use Plan heavily relies upon the utilization and/or redevelopment of existing land uses in inner-city areas. While actual revitalization/redevelopment activities will be the subject of Chapter 8: Implementation, this section will outline the neighborhoods that need to be targeted for reinvestment. Map 4-2 shows the location of these neighborhoods. Primary targets for redevelopment and/or revitalization under the Plan include the following areas⁵:

Central Business District (CBD). This area currently contains a mix of office, retail, single-family residential, industrial, and institutional activities. It should be noted that mixed uses are generally desirable in a Downtown, provided that the particular mix of uses maximizes the CBD's activity. Redevelopment in this area should emphasize aesthetics and common themes; historical themes generally work well in downtowns throughout the country. A Downtown market study and strategy should be developed and implemented.

Whitely Neighborhood. This largely-minority, poor, and elderly neighborhood resides to the northeast of the CBD. Problems with the housing stock are visible, with indications of low maintenance and even dilapidation.



Example of a neighborhood, Muncie, Indiana

³ DeBoer, Larry and Lei Zhou (1997). *The Fiscal Impact of Residential Development in Unincorporated Wabash Township.*

⁴ *Ibid.*

⁵ This section is heavily informed by the neighborhood planning work of the Muncie Department of Community Development. There are more defined neighborhoods than what are listed here; those neighborhoods not listed are not perceived as having a need for reinvestment ("need" being defined by the amount of substandard housing, low property values, high proportion of population being low-income or in poverty, and being targeted by the Community Development Block Grant [CDBG] Program).

Anthony/Northside Neighborhood. While housing quality in this neighborhood has been stable, there has been a drop in owner-occupied housing value, coinciding with a transition of owner- to renter-occupation. The nearby presence of Ball State University has been cited as the primary cause of this shift, and students make up a significant portion of the neighborhood's population.

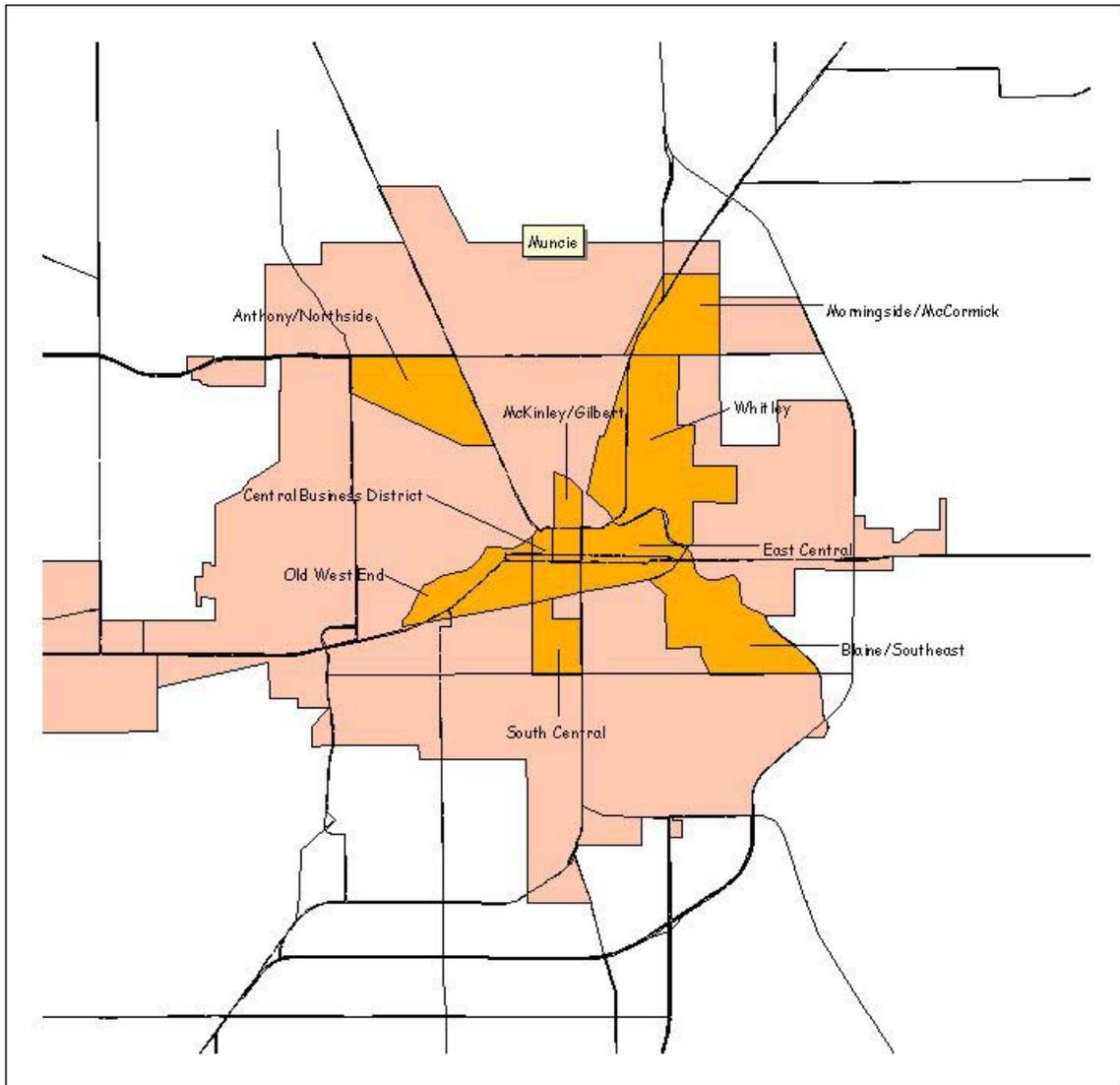
East Central Neighborhood. While known as an historical neighborhood, it is noteworthy that the number of historic homes in this area have drastically dropped. The median age of the neighborhood has also dropped, perhaps indicating a potential for the implementation of homeownership programs. Traffic, particularly along SR 32, is an issue. Population and housing quality have been on the decline.

Blaine Neighborhood. The housing stock in this neighborhood has been aging, and home maintenance has become an issue. A transition from owner- to renter-occupation is evident. Population and median income have declined in recent years.

McKinley Neighborhood. About 12% of the properties in this neighborhood are vacant, and home values and median rents have been on the decline, all of which are characteristic of disinvestment. Infrastructure, including sidewalks, streets, and alleys, are generally in poor condition as rated by residents.

Morningside Neighborhood. Housing units in this neighborhood are of declining quality. Housing values and median rents are also falling, and a shift from owner- to renter-occupation is occurring. The neighborhood has gained a reputation as a starting area for young couples, which has encouraged hopes of homeownership as an effective tool for neighborhood revitalization.

The Old West End. This area, primarily residential in character, contains a number of historic homes, many of which have been placed on the National Historic Register. Because of its access to the CBD, many downtown workers have located here. Low housing quality and crime are seen to impede the revitalization of this neighborhood.



Map 4-2: Neighborhood Target Areas



South Central Neighborhood. This neighborhood has relatively good ratings for housing quality and infrastructure. However, the neighborhood is low-income, and is experiencing an increase in the proportion of renter-occupied housing.

While these neighborhoods have been highlighted, investment/reinvestment in all City neighborhoods is essential to maintaining and encouraging urban residential land use.

4.2.2.8 Other. Public and institutional acreage is relatively stable under the Plan and areas are to continue to be promoted and enhanced. No major change to the pattern of these uses is projected.

4.2.2.9

Because of the increase in employment, total personal income is expected to increase, thereby driving up revenue from the County's Economic Development Income Tax (EDIT) and County Option Income Tax (COIT). The Bureau of Economic Analysis provides personal income projections for the County. Total revenue is expected to rise (in 1999 constant dollars) by about 38%, from \$2,890,000,000 to about \$3,990,000,000. Using the existing income tax rates, COIT revenue is projected to rise by about \$2,200,000 per year, while annual EDIT revenue is project to rise by about \$6,600,000. Actual COIT and EDIT revenue collected will fluctuate in accordance with a variety of circumstances, including, but not limited to national economic upturns/downturns, the economic development of the County, etc. If fully developed, the planned and developed area of the County will increase by about 11,000 acres (30%) as a result from the implementation of the Plan, thereby raising property tax revenues.