

## 8.1 INTRODUCTION

Good planning proceeds from the general to the specific. Previous chapters of this Comprehensive plan typify this progression, with the issues (the “why”) being outlined in Chapters 2 and 3, the land use and transportation plans (the “what” and “where”) being discussed in Chapters 4-6 and the policies (the “what” and “who”) being discussed in Chapter 7. This Chapter completes the progression by discussing “how” these items should be implemented.

The implementation programs of the comprehensive plan describe the specific actions that the jurisdictions will take and will require of new developments to implement the vision of the future as expressed in comprehensive plan goals, objectives, approaches, and policies. Comprehensive plan implementation is organized into three general programs:

- ***Follow-up Studies and Action Programs*** identifies studies, ordinances, and other activities that need to be undertaken to implement the comprehensive plan.
- The ***Intergovernmental Coordination and Community Involvement Program*** outlines programs to maintain open lines of communication with outside agencies and members of the community whose activities affect, and are affected by, the various towns in the County, Muncie and Delaware County.
- The ***Strategic Planning Program*** integrates the comprehensive plan with the ongoing operations and budget and capital improvements programs of each jurisdiction. The Strategic Planning Program also includes provisions to ensure a regular review of the comprehensive plan and implementation efforts.

### ***Follow-up Studies and Action Programs***

#### ***Create a Plan Commission Work Plan***

The plan commission should create a work plan to organize their activities on an annual basis. This will help the commission focus on the steps necessary for the implementation of the comprehensive plan. A work plan will be beneficial in setting priorities and making decisions on how to most effectively use the precious time of the commissioners.

#### ***Zoning and Subdivision Control Ordinances***

Comprehensive plans are not regulatory documents. This fact often results in some confusion, since most people associated the “planning” in comprehensive planning with “zoning”, which is indeed regulatory. Two of the most common regulatory activities for implementing a comprehensive plan include the municipality’s zoning and subdivision ordinances, in accordance with state laws and requirements.

Zoning is the most direct method for regulating land use. In addition to restricting uses, zoning ordinances also dictate the bulk of development (typically through height requirements, floor-area ratios, and the like) and its site placement (typically through the use of building lot setbacks). In most states, approval of the subdivision of land requires the approval of the pertinent local governing body, leading municipalities to adopt subdivision ordinances regulating aspects of the development of the land, and placing the burden of providing public infrastructure directly upon the landowner.

Muncie and Delaware County adopted their most recent development ordinance, the Comprehensive Zoning Ordinance, in 1973 (as amended). The Ordinance is an interesting example of a unified development ordinance, combining zoning and subdivision regulations with other types regulations, including (but not limited to) landscaping, signage, and adult entertainment. The Ordinance specifies uses and requirements by zoning district, with several types of residential types of residential, commercial, and industrial districts varying by intensity. Standards for use and bulk variances are relatively well-defined. Subdivision aspects of the Ordinance include development standards and requirements, as include an interesting “greenbelt” provision intended for buffering properties and preserving open space.

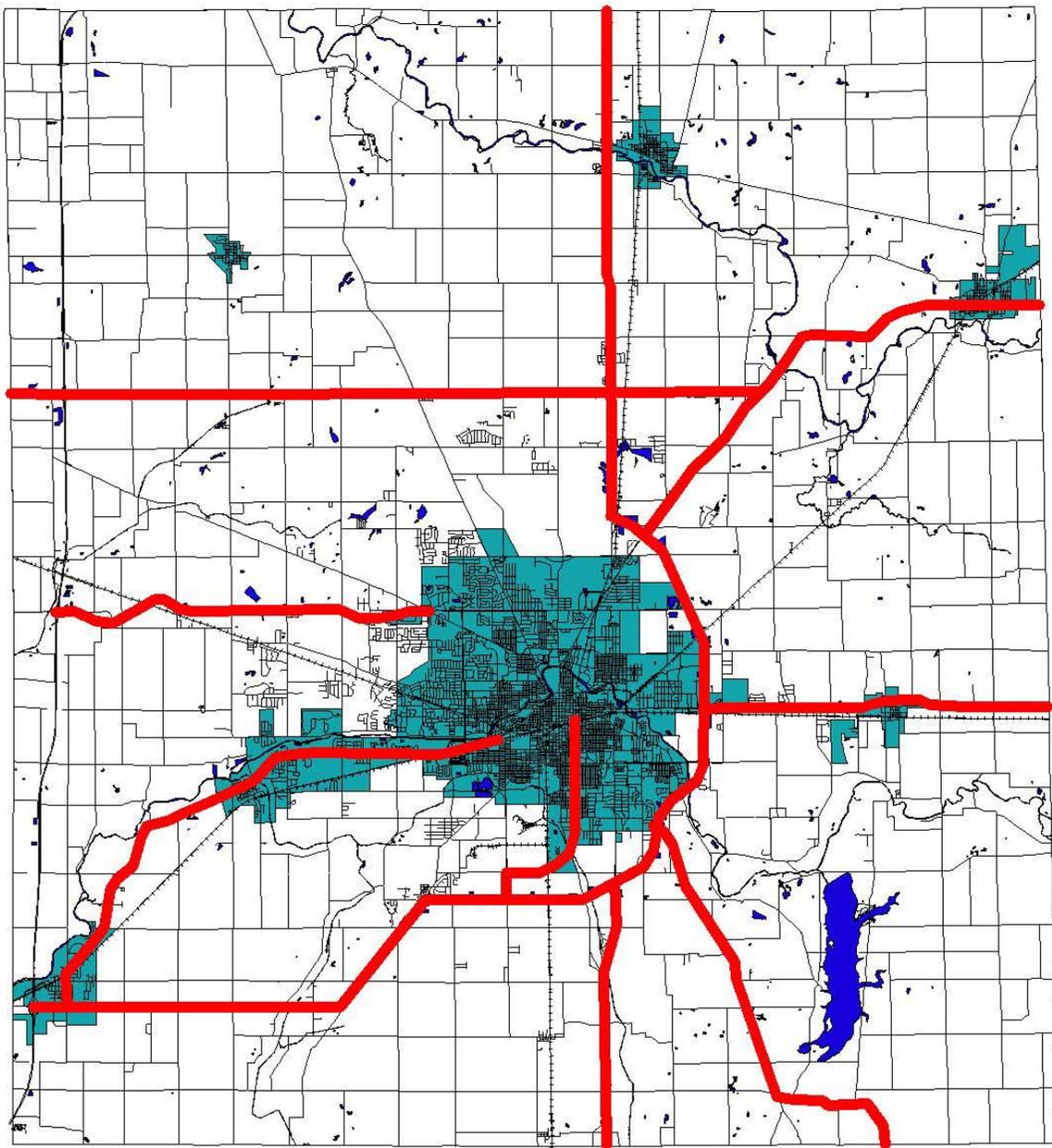
After the adoption of the comprehensive plan, the metropolitan plan commission will undertake preparation and adoption of amendments to the zoning and subdivision control ordinances to implement the comprehensive plan. Included in the zoning ordinance revision will be preparation of a zoning map to reflect the Proposed Land Use Map. The following issues are to be addressed, and applicable comprehensive plan policies and performance standards are to be implemented in the ordinances:

- Procedures are not specified in great detail (although submittal requirements are well-defined). This can be particularly harmful in the Planned Unit Development (PUD) process, the state authorization law for which has recently been amended.
- Clarity of the Ordinance and continuity with the Comprehensive Plan would be heightened through the inclusion of residential, industrial, and commercial development policies.
- No quantifiable industrial performance standards (which typically include glare, noise, heat, vibration, and emissions) are included.
- The minimum residential lot size in agricultural zones needs to be reconsidered. Large minimum lot sizes can be controversial; generally, they are intended to slow the pace of development in agricultural areas, but if the minimum size is not truly restrictive (i.e., 20 acres or larger), then a possible negative side effect is larger “chunks” of farmland being taken out of production. A subcommittee of the Comprehensive Plan Steering Committee has been set up to study the issue, and has not reached a consensus as of this writing.
- Design standards for development generally lack specificity, which may introduce problems in their consistent implementation. For example, there are no standards regarding pavement or right-of-way width for new development, minimum block length for residential subdivisions, or turnout diameter for cul-de-sacs.

- Impact fees should be examined as an alternative means to develop funding for equitable park, road and other improvements
- Sidewalks and bicycle facilities should, where appropriate, be required in new development, and appropriate standards developed.
- Connection of new subdivisions to the sanitary sewer system should be required. Public facilities should be a prerequisite for development.
- The emphasis on setback requirements may create difficulties for infill residential development. These setbacks and their application to the average inner-city residential lot should be examined.
- Alternative affordable housing formats (elderly homes, assisted living facilities, and “Granny Flats”) should be incorporated as permitted uses.

One proposal that results from the comprehensive planning process deserves special consideration here – overlay zones. These zones “lie over” other zoning districts, and provide additional regulatory guidance on design review, landscaping, development standards, and land use. Where the standards of the overlay zone conflict with the underlying zoning, the more restrictive requirement applies. Chapter 6, Section 6.4.4 discusses the proposed elements for one such zone. Map 8-1, Overlay Zones, shows the location of proposed overlay zones in the County. The following specific overlay zones are proposed, with the same concepts to be carried over to the other thoroughfares shown on Map 8-1:

- *McGalliard Road*. This corridor is slated for relatively intense commercial and industrial development, ensuring its role as a major entryway into the City of Muncie. McGalliard also serves as a primary access road to Ball State University and Ball Memorial Hospital, and hence is heavily utilized by visitors to the community.
- *SR 32*. More rural in character than McGalliard, this two-lane state highway provides access to Yorktown and Muncie. Controls along this corridor should emphasize rural and historical themes and should include being in place to the Delaware County line.
- *Muncie By-Pass*. Landscaping and other visual items of interest should be the focal point for this overlay zone.
- *Hoyt Avenue, Muncie Street, and US 35 (business)*. These entryways into the City should focus on consistent setbacks for a unified image.
- *SR 67*. Becoming one of the newest major Gateways from I-69 into the county and the City of Muncie, this corridor warrants attention related to urban design, signage, landscaping and access/egress controls



Map 8-1: Overlay Zones



-  Overlay Locations
-  Railroads
-  City Limits

### ***Create a Public Improvements Design Standards and Specifications Manual***

- To foster intergovernmental coordination and clarify development requirements, the plan commission should create a Design Standards and Specifications Manual that will address plat requirements, design principles, specifications and standard construction details for public improvements. The manual will provide guidelines for designing streets, blocks, lots, easements, open spaces, bicycle and pedestrian facilities, and other site amenities. The specifications section would address the construction and installation of these features. Having all of these standards in one document provides clear, one-stop-shopping for information on improvements throughout the county. With the entire county covered by these requirements, it will be important to address the different design conditions between urban and rural areas.

### ***Downtown Special Study***

The downtown area of Muncie is still in need of a specific market oriented revitalization strategy. While plans for its physical improvement are progressing, development strategies based upon market sensitivities must be completed in parallel to the physical plans.

### ***Western Growth & Arterial Circulation Study***

A special transportation study needs to be completed, as soon as possible, to examine capacity, circulation and roadway needs and, if new roadways are endorsed, to identify alignments these segments could take and transportation /land use merits of each examined.

### ***The Village/University Special Study***

The Village area of Ball State University, including Ball Memorial Hospital, has the potential to be a very special characteristic area for the campus of Ball State University and the City of Muncie as a whole. A special study of the Village should be conducted in order to develop a land use and urban design strategy which accents and capitalizes on the character of this area in order to provide Ball State and Muncie with a design development strategy which highlights this area and provides for future marketing of the campus.

### ***Prairie Creek Special Study***

The Prairie Creek area of Delaware County represents a very special amenity to the county, both as a recreational venue, but also as an area with strong development potential for upscale housing. A subarea study of the long term of Prairie Creek should be conducted. Included in that special study the following issues should be examined;

- Environmental amenity preservation areas
- Utility extension alternatives
- Other infrastructure requirements
- Alternative development patterns including the provision of upscale housing sites

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## **Intergovernmental Coordination and Community Involvement Program**

Opportunities exist for greater intergovernmental cooperation in order to preserve the quality of life in Muncie and Delaware County. The implementation of the vision for Delaware County's future involves complex issues that cross geographic boundaries. Therefore, concerted efforts by several governmental entities are required to resolve certain issues. Each of the jurisdictions within Delaware County is committed to working with its neighbors to achieve this vision. Suggested intergovernmental cooperation areas of opportunity include the following:

### ***Coordinate Land Use Planning Activities***

Actively coordinate land use planning efforts with adjacent jurisdictions. Pursue formation of ad hoc coalitions with other local agencies and community groups as a means of increasing the effectiveness of each jurisdiction's voice in regional planning efforts and the planning efforts of adjacent jurisdictions.

On an annual basis, initiate discussions of issues of mutual interest with local, regional, State, and Federal agencies whose efforts could benefit or impact the comprehensive plan.

### ***I-69 Coordinating Committee***

The I-69 Corridor is proposed to be the only major north/south corridor connecting Canada to Mexico, through the U.S. This corridor has been identified in the comprehensive plan as being integral to the long-term economic vitality of Delaware County and the City of Muncie. To that end, the City and County must become more involved in the efforts in the State of Indiana and nationally to encourage the development of this corridor.

### ***Annexation Strategy***

Using this comprehensive Plan as a guide, an annexation strategy should be developed to highlight the timing of strategic annexations and geographic priority of utility extensions.

### ***Neighborhood Plans***

Fundamental to this comprehensive plan is the concept of improving many of Muncie's neighborhoods in order to provide for more efficient infill and capitalize upon infrastructure investments which have been made in the corporate limits, as a means of discouraging the need for some suburban residential development. Inherent in this concept is the need to have a comprehensive neighborhood planning improvements strategy which would include code enforcement, redevelopment strategies, infrastructure improvements and overall cleanup actions.

### ***Circulation Facilities Coordination***

To the degree feasible and to the extent permitted by interagency cooperation, pursue establishment of reciprocal traffic improvement programs with jurisdictions within and surrounding Delaware County to ensure that traffic resulting from development in these communities does not adversely impact the street system in Delaware County and other jurisdictions.

### ***Expand Park Facilities and Programs Coordination***

To ensure adequate availability of park and recreation programs and facilities, coordinate recreational programming, park planning, and park acquisition activities with the Indiana Department of Natural Resources, the Muncie Consolidated School Corporation, and the City of Muncie. Efforts shall include, but not be limited to:

- coordinating planned locations of schools and parks with the school district, and pursue joint use agreements for the development and maintenance of park facilities within joint use park/school facilities;
- pursuing alternative sources of funding for the acquisition and development of active park land;
- working with bicycle enthusiasts to identify and designate bicycle paths, lanes, and routes throughout the county;
- updating recreation programming to meet the changing needs of residents; and
- pursuing the creation of revenue generating recreational activities.

### ***Enhance the Marketability/Coordination of Economic Development***

The Muncie/Delaware County Chamber will work with major land owners and utility service providers to ensure that the transportation and infrastructure provided at critical economic development sites throughout the county is sufficient in capacity and quality to attract desired industrial targets. While coordination between the City, County and Chamber certainly already exists, it is paramount that coordination and communication be maximized between these three entities. One of the concepts to be implemented for this strategy includes the formalization of a public/private “Business Opportunities” response team. Such team would be able to provide quick response related to lending, zoning, permitting and other quick due-diligence issues, in order to provide potential businesses efficient responses.

### ***Coordinate Non-automotive Paths with Road Improvements***

After the identification and designation of bicycle paths, lanes, and routes throughout the county, the parks department or agency with responsibility for the implementation of the bicycle plan will coordinate with state and local transportation departments to coordinate the creation of bicycle facilities and sidewalks with scheduled roadway improvements where possible.

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## **Strategic Planning Program**

### ***Capital Improvements Planning***

The City and County should engage in long-range capital improvements programming, which is tied to this Comprehensive Plan. Capital improvements programming is a disciplined process that considers budgetary, environmental, and debt service constraints. A capital improvements program (CIP) typically consists of a five-year program and an annual capital budget. Both the City of Muncie and Delaware County should utilize the Comprehensive plan as the joint blueprint for elements to be implemented by capital improvements.

Items that should be considered in the development of the CIP include acquisition of land (e.g., greenways), as well as construction. Some specific items for potential inclusion in the CIP are listed as follows:

1. Stormwater facilities;
2. Transportation, not only roads and highways, but also sidewalks, bicycle facilities, and other modes;
3. Parks facilities, including linear parks and greenways;
4. Water improvements;
5. Sanitary sewers;
6. Fire and police stations; and
7. Large equipment items, e.g., pumper trucks, police vehicles.

The Board of Public Works is the lead entity in the implementation of capital improvement items, and therefore should be very active in the development of the capital improvements program. The City/County Planning staff should also be active, in order to maintain the link between the Comprehensive Plan and planned infrastructure improvements. Fundamental to this CIP effort a thorough analysis of financing tools should be completed. This funding analysis should include examination of the range of annual local, state, federal, private and endowment funding which may be available for the five year CIP.

### ***Periodic Monitoring/Comprehensive plans to Comprehensive Plan***

The Comprehensive Plan should reflect changes in the community. The City and the County should review the plan once a year in order to determine whether or not its recommendations are still relevant. Changing conditions can have significant impacts on how effective the Plan is. Therefore, annual reviews should monitor such things as:

- Major differences between projected economic and demographic growth rates and actual growth;
- Requests for amendments to the comprehensive plan, in order to determine if there is a pattern of requested changes emerging; and
- Changes in the local/regional organizational structure that may affect the implementation of the Plan.

Information regarding the state of the community should be continuously maintained and comprehensive planned. The County Plan Commission's implementation of a community-wide geographic information system (GIS) is a significant component of information maintenance. Such a system enables the planning staff to quickly and accurately ascertain patterns of development, changes in population, and other new developments pertinent to the implementation of the Plan.

The population and employment projections in this Comprehensive Plan are intended to depict the community's composition and growth to the Year 2020, but the Plan should not be expected to remain valid for the next twenty years without further comprehensive plans.

### **Recommendations Summary**

All of the above measures would enhance the implementation of the comprehensive plan. However, limited funding prevents all of these measures from being established at once. Therefore, the measures need to be prioritized and ranked in order that the measures should be pursued. Prioritization is based upon the benefits, relationship to other measures, and feasibility of implementation. Measures are prioritized by five year increments.

#### **Year 1 - IMPLEMENTATION MEASURES**

Begin comprehensive plan to the zoning and subdivision control ordinances.  
Establish capital improvement plans for Muncie and Delaware County.  
Join I-69 Coordinating Committees at State and National levels  
Complete BSU Village "Special Study"  
Initiate Western Growth & Arterial Circulation "Special Study"  
Promote Downtown "Special Study"

#### **Year 2 - IMPLEMENTATION MEASURES**

Create a public improvements design standards and specifications manual.  
Coordinate circulation facilities.  
Expand park facilities and programs.  
Complete Overlay District Studies

#### **Year 3 - IMPLEMENTATION MEASURES**

Coordinate non-automotive paths with roadway improvements.  
Complete Prairie Creek "Special Study".

#### **Ongoing Measures**

Create plan commission work plan.  
Coordinate land use planning activities.  
Complete annual comprehensive plan review.  
Participate in regional project review.  
Enhance the marketability of industrial sites.