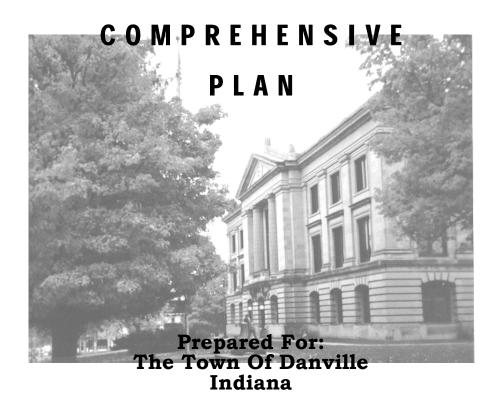
DANVILLE



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DECIDING TO UPDATE THE PLAN

In a workshop conducted between April 26 and April 28, 1996, Danville began to lay the groundwork for its future by holding a community charrette. The purpose of this exercise was to develop recommendations and programs to accomplish the town's goals for the future. During this two day workshop led by a group of community planners, landscape architects, transportation planners, zoning and land use professionals, and Ball State University students, participants were able to develop a community vision of what Danville should and can be. The result of the workshop was a consensus of a future image for the town and set of short term programs that would make that image a reality.

The Charrette was the starting point for the next step in the process of planning Danville's future: the Comprehensive Plan. While the Charrette process and the resulting programs were an important initial step in getting the community involved in creating a common vision and in providing the first steps in accomplishing those goals, its purpose was to focus only on relatively short term programs. As those programs are being implemented, it is important for the town to look further into its future and develop a comprehensive plan that will accommodate its growth over the next twenty years.

The overall purpose of the comprehensive plan is to create a strategy for the management of the town's development in the future. This strategy results from a statement by the citizens of what they envision for the future of Danville. Through the use of written text, illustrations, and maps, this plan will provide an image of the community Danville wishes to become within the next twenty years, and will suggest programs and strategies for accomplishing those goals. The plan is designed to be a guide for future decision making, providing decision makers with a "picture" of how land use, transportation, and community facilities can be used most efficiently to maintain and improve the quality of life in Danville.



FORMAT OF THE DANVILLE COMPREHENSIVE PLAN

CHAPTER I: INTRODUCTION

This introductory chapter outlines the planning process used in the comprehensive plan and presents the main objectives as set by the community's residents.

CHAPTER II: COMMUNITY PROFILE

In order to plan for a community, it is important to have an understanding of the people for whom the plan is being written. This chapter analyzes the demographic data that creates some insight into the character and composition of the town.

CHAPTER III: EXISTING LAND USE

Just as an understanding of the people is important, existing land conditions must also be understood in order to plan for compatible uses. The existing land use chapter presents the findings of the existing land use survey and compares the land use mix of Danville to nationwide averages.

CHAPTER IV: PROJECTIONS

The projections chapter calculates the expected future population of Danville as well as the future needs of that population in terms of residential, commercial, industrial, and public land.

CHAPTER V: LAND USE PLAN

The land use plan is the final recommended plan for the land use of Danville up to the year 2018. This chapter includes a map showing locations of future uses as well as charts and textual explanations of the recommendations.

CHAPTER VI: PARKS AND RECREATION

Danville's commitment to its recreational facilities makes the topic of parks and recreation worthy of its own chapter. This chapter analyzes current park allocation, outlines needs, and presents recommendations for improving the park system in Danville.

CHAPTER VII: TRANSPORTATION

According to the plan's objectives, transportation is one of the most important issues facing Danville residents. The transportation plan highlights the key problem areas in Danville and offers solutions to make the transportation system run more efficiently.

CHAPTER VIII: IMPLEMENTATION

With the goals outlined and recommendations made, the question of how it is all to be accomplished must be answered. This chapter suggests several projects to help Danville get underway in making this comprehensive plan a reality.



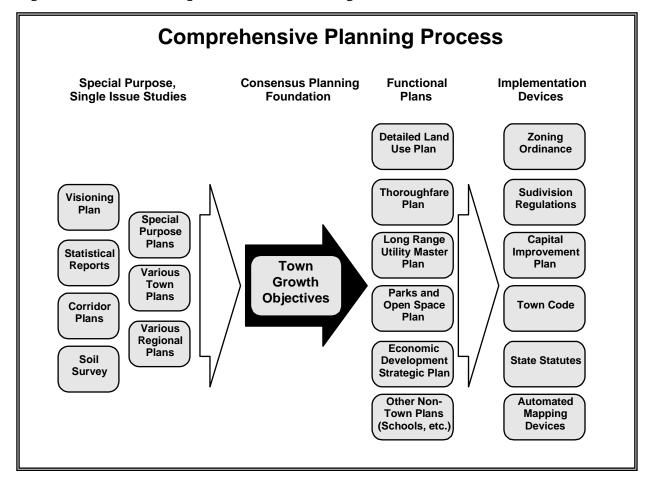


THE PLANNING PROCESS

In 1997, Danville selected HNTB Corporation of Indianapolis to write the Comprehensive Plan for the town. The planning process consisted of a series of steps which included several opportunities for citizen participation and input. The steps appear below, listed in the order in which they occurred in the planning process.

- 1. Background research on Danville
- 2. Initial citizen input meeting to form goals
- 3. Development and analysis of alternative plans
- 4. Citizen input on alternative plans
- 5. Development of plan for adoption
- 6. Development of implementation tools

Figure 1-1: The Comprehensive Planning Process





COMMUNITY VISION

As the planning process chart demonstrates, determining growth objectives is the central piece to developing a comprehensive plan. These growth objectives are the goals determined by the citizens of Danville for the future of the town. The planning process began back in 1996 with the community charrette conducted in April. Part of this charrette process involved creating a list of the town's strengths, weaknesses, opportunities, and threats. In order to create the goals for the comprehensive plan, or a "community vision" for Danville's future, this list was presented at a public meeting in October of 1997 to determine whether or not the issues were still relevant to the town. The general consensus was that the list still encompassed their objectives, although some items took on a higher priority than they had in the past. Although every issue raised at a public input meeting is recorded and considered important, those issues on which there is a consensus are those which become the basis for the plan's goals. The list of issues facing Danville and the goals developed by the citizens and leaders of Danville for addressing these issues follow.

■ TRAFFIC CONGESTION

Traffic congestion, especially on U.S. 36, was mentioned both by participants in the charrette process and by participants in the comprehensive plan public input meeting as the number one issue faced by the Town of Danville. A disorganized traffic system was also listed as a threat to the town. Specific goals of the comprehensive plan regarding the issue of traffic congestion are as follows:

- Reduce congestion on U.S. 36 through town;
- Explore east-west alternatives to U.S. 36; and
- Resolve parking problems in the downtown.

■ GROWTH MANAGEMENT

Residents expressed that uncontrolled growth was a threat to the small town character of Danville, and therefore listed growth management as one of the top issues to be addressed in the writing of the comprehensive plan. Although residents are in support of growth, they find it imperative that the growth be directed and controlled. Specific goals of the comprehensive plan addressing growth management are as follows:

- Preserve Danville's small town and rural character;
- Promote efficient land use patterns that discourage sprawl;
- Discourage development in areas where it would lead to additional traffic congestion; and
- Preserve attractive visual corridors and areas of open space within new development in order to maintain the look of a small town.

■ Preservation of Small Town and Rural Character

Among the strengths of Danville that were proclaimed by the town's residents were its small town charm, its quality of life, and its people. It is extremely important to the residents that these qualities be maintained despite the continued growth of the town. Related to this issue is the importance of the town's physical appearance and its ability to provide a high quality of life through the provision of services and amenities.





Specific goals of the comprehensive plan related to the preservation of the small town and rural character are as follows:

- Guard Danville's unique identity which is rooted in its history and small town character;
- Encourage attractive, quality new development and signage;
- Preserve and enhance the downtown, specifically through revitalization of the courthouse square and downtown streetscape improvements.;
- Build community unity through community events and increased coordination between community groups; and
- Expand the great school system and parks currently located within the town.

■ DEVELOPMENT OF BUSINESSES - COMMERCIAL AND INDUSTRIAL

The citizens of Danville realize that it takes more than just a unique identity to make a great town. A high quality of life requires good services, and those cannot be provided without a sufficient tax base to support them. Businesses demand very little in terms of services, thus leaving a strong tax base to support the services offered to residents. Businesses (both commercial and industrial) also provide goods and services of their own, and provide jobs close to home. Specific goals for the comprehensive plan related to the development of businesses in Danville are as follows:

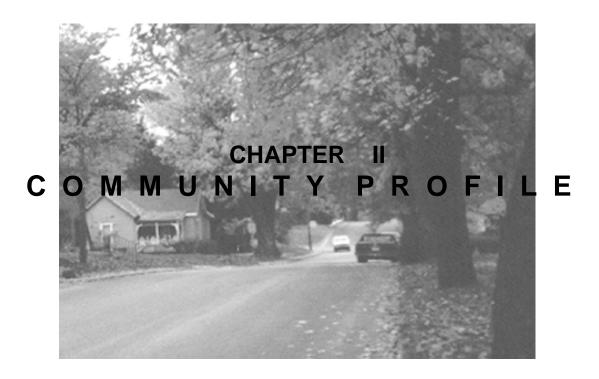
- Redevelop the downtown as a destination for residents and visitors alike;
- Provide programs and incentives for improvements to downtown buildings and their facades;
- Recruit and develop new businesses, both in the downtown and in surrounding areas;
- Encourage a variety of levels of commercial development, including neighborhood commercial; and
- Encourage new industrial development.

■ SIDEWALKS AND LINKAGES

One of the top issues noted by residents was a lack of pedestrian connections through Danville. Schools, parks, homes, and businesses are accessible primarily by car, making it difficult to walk or bike to work and restricting those without access to an automobile. Increasing sidewalks and other linkages for pedestrians and bikers can reduce traffic congestion and allow Danville residents both easy access and recreation. The specific goals of the comprehensive plan which relate to sidewalks and other linkages are as follows:

- Link parks, neighborhoods, and other key community locations;
- Provide safe paths and crossings for pedestrians at intersections with vehicular traffic;
- Improve sidewalks in areas in which they are inadequate;
- Provide pedestrian access to businesses; and
- Improve gateways into and throughout the community, thus linking locations visually as well as physically.







BACKGROUND

A critical aspect in directing the future growth of a community is to understand its past, its people, and its hopes for the future. Thus, the process of discovering the character and the development of Danville begins with its history.

The History of Danville

The earliest inhabitants of the Danville area were the Delaware Indians who lived in the area until their land was relinquished to the Federal Government in 1818 in the Treaty of St. Mary's. By the early 1820's, the first white settlement was established along the banks of the White Lick Creek; and in 1824, by act of the Indiana General Assembly, Hendricks County was officially established. The county commissioners were given the task of establishing a county seat, and they agreed that the location should be in the geographic center of the county. As a result, Danville was born. On July 14, 1824, a stake was driven into the ground marking the location of the county courthouse. By October, Thomas Hilton had completed the plat of the town which he laid out around the court house square. The entire 80 acres that comprised the town were sold by public auction over a period of three days at a price of three to 115 dollars per plat. The town was incorporated in 1835 with a population of approximately 200 people. It was named "Danville" after Daniel Wick, brother of William Wick, the circuit court judge in the county at the time.

■ The History of the Square



The present court house was completed in 1915.

The first court house was a one story log structure and was completed in 1836. The log court house was encased in brick in 1831, and in 1845, an additional building was added to the The two structures remained at the center of town until 1862 when they were replaced by a new gothic style court house adorned with two towers: a clock tower on the north end and an observation tower on the south end. However, that court house damaged when heavy snow caused its roof to collapse. Rather than repair the damaged building, it was replaced with the current courthouse which was completed in 1915.

Changes have occurred in other areas on the square as well as a result of the history of the square having been plagued with fires. The north side of the square was badly burned in 1845, 1901, and in 1913. Each time many buildings were ruined and had to be replaced. In 1891, the west side was burned in the worst fire the town had ever seen. All but one building on the west side was completely destroyed. Yet, remarkably, many buildings rich in history still remain intact, granting Danville a great opportunity to draw on that history to develop its character and its charm.





LOCATION AND REGIONAL CONTEXT

Danville is located in the geographic center of Hendricks County in Center Township, approximately at the crossroads of US 36 and S.R. 39. As the county seat, it is the location of the county courthouse, county jail, Hendricks Community Hospital, and Hendricks County government offices. While Danville has historically stood on its own as an employer and a destination, recently it has grown rapidly as a residential area for Indianapolis workers seeking the advantages of small town living while enjoying the benefits of being near a bigger city. This has happened throughout the Indianapolis area as the city's employees choose to live further and further from the core (see urbanization map on page 10). This trend has created a demand for residential land in towns like Danville and has caused tremendous growth in the number of residents. Danville can expect continued growth as this trend extends into the future. It is the purpose of this plan to prepare Danville for the changes that will occur in the future and to guide that growth so that it does not threaten the small town character Danville wishes to preserve.

Because the growth trend is not isolated to Danville and Hendricks county, the entire Indianapolis area will be examined in the following section to track the trends occurring throughout the region. Furthermore, although Danville-specific data will be presented where possible, much of the economic and growth data is available only at the county level. The most recent data available will be presented; however, because much of the data presented is only collected every ten years by the U.S. Census, some figures may be up to $7\frac{1}{2}$ years old, having been obtained from the most recent census in 1990.

INSERT URBANIZATION MAP



CURRENT CONDITIONS: POPULATION

In order to determine its future conditions, a community must understand its current conditions. Therefore, part of the planning process is to develop a community profile of Danville. The information that best portrays existing conditions in the community falls into four categories:

- Population characteristics,
- Economic conditions,
- Housing characteristics, and
- Existing land use inventory.

These four categories were examined to find expected trends, desired future conditions, and courses of action. The sections below summarize the results of this research.

Population: Growth Trends

While all of the counties surrounding the city of Indianapolis are growing at a faster rate than the state as a whole, Hendricks is one of the fastest growing counties in the region. Hendricks County's growth rate was 12.28% between 1992 and 1996, a rate surpassed by only Hamilton County which is located directly north of Indianapolis.

Figure 2-1: Regional Growth Trends

	1992	1993	1994	1995	1996	% CHANGE 1992-1996
Boone County	39,514	40,247	40,946	41,774	42,453	7.44%
Hamilton County	121,051	127,528	134,343	140,919	147,719	22.03%
Hancock County	47,462	48,194	49,481	50,921	52,000	9.56%
Hendricks County	79,571	82,060	84,203	86,640	89,343	12.28%
Johnson County	93,636	96,659	98,983	101,666	104,280	11.37%
Marion County	811,324	814,321	816,619	816,536	817,525	0.76%
Morgan County	58,542	59,452	60,905	62,008	63,244	8.03%
Shelby County	41,219	41,883	42,257	42,831	42,951	4.20%
State of Indiana	5,651,855	5,706,597	5,750,033	5,796,948	5,840,528	3.34%

Source: U.S. Bureau of the Census Population Estimates for Counties as revised by the Indiana Business Research Center.

The town of Danville has also seen rapid growth, growing almost 12% in the four years between 1992 and 1996. That rate is almost as fast as that of the county and is three and a half times the growth rate of the entire state.

Citizens were asked about the growth of Danville during the public input process. Residents acknowledged the inevitable growth and even encouraged it. However, it was stressed that this growth must be managed. Danville must prepare for this



growth and control it in order to maintain the feel of a small town. With such rapid growth in the region, county and town, how much can Danville expect to grow? Population projections were examined to determine how much further the town can be expected will grow in the next twenty years. These projections will be discussed later in this report (see Chapter IV).

Figure 2-2: Danville Population Changes

	1992	1993	1994	1995	1996	% Change 1992-1996
State of Indiana	5,651,855	5,706,597	5,750,033	5,796,948	5,840,528	3.34%
Hendricks Co.	79,571	82,060	84,203	86,640	89,343	12.28%
Danville	4,450	4,519	4,646	4,718	4,982	11.96%

Source: U.S. Bureau of the Census Population Estimates for Cities and Towns.

Population: Characteristics

While it is important to know the number of people to plan for, it is also important to know what type of people to plan for. Age is important when considering what services to offer; size of family is important in deciding which type of housing to provide; income plays a role in what type of housing and services to provide; and education levels affect the types of jobs the workforce demands. These issues and more are addressed in this section.

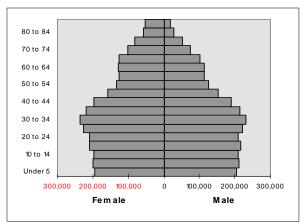
■ Age

Although nearly eight years old, the most reliable source for age demographics is the U.S. Census. It is important to note that these numbers were calculated before the addition of the 640 people who were born in Danville or who moved to Danville between 1990 and 1995. However, this data still provides a look at the composition of the town. The most common way of analyzing the age of a population group is through the use of population pyramids. These graphs are so named because in an ideal setting they resemble a pyramid. If an age segment of the population is either higher or lower than usual, the pyramid will be disfigured. The following three pyramids show the population in 1990 of the State of Indiana, Hendricks County, and Danville.

State of Indiana

Figure 2-3: Population Pyramids

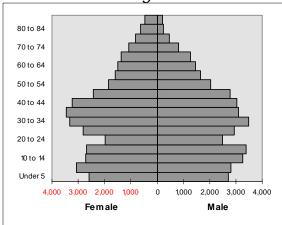




The state exhibits a fairly standard distribution of the population. The largest proportion of the population is found between the 25 to 30 and 35 to 40 age ranges which in 1990 represented the "baby boom" generation. As expected, the pyramid tapers off towards the top as the age categories reach and exceed age 85.

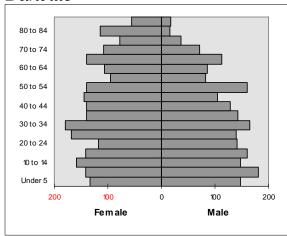


Hendricks County



Hendricks County resembles the standard population pyramid, but with one major distortion. This pyramid is showing a large gap in the population, especially for people ages 20 to 24. Some of the decline in this age group is expected due to its members leaving the county for college, but such a large gap may also be due to regional factors. Because the population pyramid does not reach normal proportions again until the 30 to 34 age group, this missing gap may suggest that younger residents are not returning immediately after college, because housing possibly and economic factors keep them from being able to afford the cost of living.





Although the Danville population pyramid does not show the lack of young people evident in the county, residents attending the initial public input meeting suggested that Danville also faces the problem of too few young people returning after college. However, the bigger discrepancy in Danville is in the relatively high proportion of people over 65, and an especially high proportion of people over 80 (mostly female). This older population has different needs than a younger population, especially in the area of housing.

■ Implications of an older population

Danville faces a unique situation in that 2.6% of its population is over the age of 85. This is twice the state proportion of only 1.3%. Furthermore, 17.3% of the population is over 65. That is greater than the state proportion of 12.6%, and much larger than the county proportion of only 9.7%. A large proportion (36%) of these retirement age and older residents are single and living alone, indicating that the single family home may no longer be appropriate. Furthermore, as people get older, they are less mobile and more dependent on others driving them to their destinations or on having services within easy walking distance. Because such a large proportion of this older generation lives alone, and most others live with a relative (most likely a spouse also over 65), it may be difficult for them to remain independent. This large proportion of older residents has many implications on the planning process, and that proportion will continue to grow as members of the largest generation of Americans, the baby boom generation, move into their fifties and sixties in the coming years.



■ Household Characteristics

Household Characteristics give an indication as to which types of housing are likely to be demanded by the town's residents. The pattern for Danville shows that although its housing characteristics are comparable to state averages, they are quite unusual when compared to the rest of Hendricks County. Once again, the figures provided are from 1990 and have most likely changed slightly following the influx of population over the past $7 \frac{1}{2}$ years.

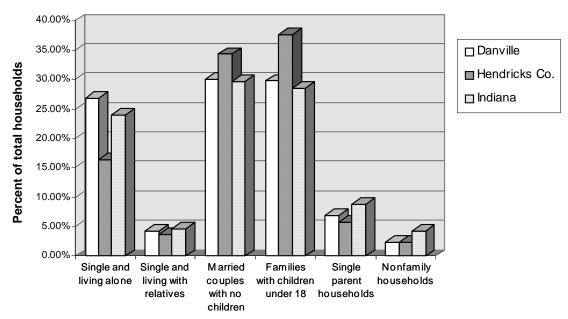


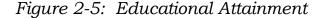
Figure 2-4: Household Characteristics

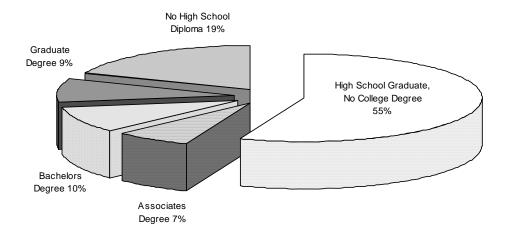
Danville has a very large proportion of one person households, with percentages higher than the state, and much higher than the county. Consequently, the number of married couples and especially married couples with children is much lower than the rest of the county. This is surprising because Danville seems to be a very family oriented community. However, the proportion of singles, married couples, and families with children are all relatively equal. This unusually large proportion of single people has implications on housing choices as they are less likely to buy a home than married couples; and if they do buy, they are likely to buy smaller homes. Despite the large proportion of singles, Danville does still appear to be attractive to families. Sixty percent of all households have a married couple, and of these married couples, almost 50% of them have children under the age of 18. An additional 7% of households consist of single parent families with children under the age of 18. Furthermore, when the single person households are removed from the analysis, it appears that the sizes of families are no different in Danville than the rest of the state. The figure for people per household in households of two or more people is 3.23 pph in Danville, 3.22 pph in the State of Indiana, and only slightly higher for Hendricks County at 3.27 pph. The number and size of families has implications on not only housing, but also on the number of schools needed by residents and on the types of recreation demanded.



■ Education

The residents of a community create a source of employees for local businesses. The education level of a community gives a profile of these residents, indicating the type of work force available and thus determining if a particular industry will be able to employ local residents or if it will need to look outside the area to find qualified employees. The following figures from the 1990 census show a very educated population in the town of Danville.





Of Danville residents over the age of eighteen, 81% have at least a high school degree. That figure is higher than most of the counties in the Indianapolis region, and is only slightly lower than the county level of 82.7%. Furthermore, Danville schools showed a 99% graduation rate in the 1995-1996 school year, indicating that the town places a high emphasis on education. Even more remarkable is the high proportion of college graduates. One out of every four residents (25%) have some type of college degree (associates, bachelor, or higher), compared to only 19.5% in the state and 22% at the county level. Additionally, more than 8.5% of Danville residents have a graduate or professional degree. Danville's highly educated population creates an opportunity to bring in business and industry to fit a wide range of job levels.



CURRENT CONDITIONS: ECONOMY

Employment

Unemployment levels in 1997 were low throughout Indiana due to a very healthy economy nationwide. While unemployment rates for towns are not published yearly and therefore are not available for Danville, the rates for Hendricks county in 1997 were extremely low. Hendricks county had the second lowest unemployment rate in the region at only 1.8%. Generally, a rate that low is considered full employment, assuming most of the unemployed are simply in transition between jobs.

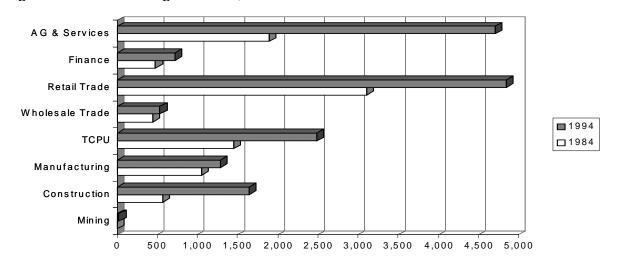
Figure 2-6: 1997 Unemployment Rates for the Region

	Labor Force	Total Unemployed	Percent Unemployed
Boone County	23,840	453	1.9%
Hamilton County	85,680	1,114	1.3%
Hancock County	29,060	697	2.4%
Hendricks County	49,980	900	1.8%
Johnson County	59,250	1,244	2.1%
Marion County	456,530	14,152	3.1%
Morgan County	34,340	996	2.9%
Shelby County	23,490	775	3.3%
State of Indiana	3,093,900	108,287	3.5%

Source: Indiana Business Research Center

The Economic Base

Figure 2-7: Industry Growth, 1984 to 1994



Source: Hendricks County Economic Development Partnership



As the Indianapolis region has grown, more than just people have spread into neighboring communities. Those communities are beginning to see a growth in jobs as well. The latest official government figures for industries are for 1994, and they show a great deal of growth in all sectors of industry in Hendricks County. The greatest growth over the period between 1984 and 1994 has been in the agricultural and services sector and in the construction sector. The later is most likely due to the increase in the number of homes built in the area over the past few years. The largest sectors are the agricultural and services sector and the retail sector. This is a common phenomenon throughout the country as retail sectors have historically been large employers and service sectors have been growing rapidly over the past few years.

Although all sectors showed growth, the number of manufacturing jobs has remained low. The following graph shows that while Hendricks County has 6.34% of the region's population, it only has 1.14% of its manufacturing jobs. These two proportions should be much more equal as the rest of the counties in the Indianapolis region show.

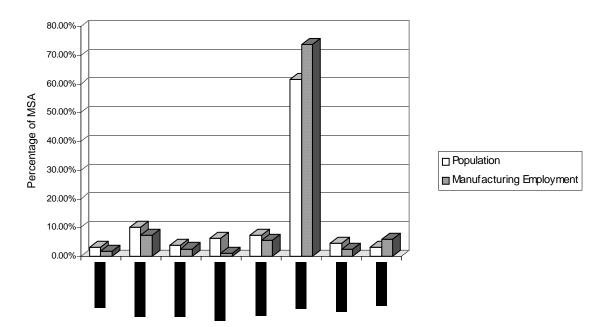


Figure 2-8: County Population and Manufacturing Shares

While figures of the type just examined are not released for towns, the Danville Chamber of Commerce has compiled a list of Danville's major employers. The largest employer in Danville is the Hendricks Community Hospital. Danville also employs a large amount of government employees because it is the County Seat. Hendricks County Government offices alone employ 381 people. The lack of industry noted in the county is evident in Danville as well. The industrial sector in Danville employs 186 people in six businesses; the largest employing 75 people. This is a situation that will be discussed in more detail throughout this report. Danville residents stated in their community vision (page 6) that they wished to see a change in this trend.

Also important to Danville is where its residents work. With such a small employment base within the town, it is expected that a large number of residents commute outside





of Danville for work. According to the 1990 census, the largest proportion of Danville's workforce (39%) worked in Indianapolis. Only 30% of the workforce was employed within the town. Therefore, with 70% of the workforce working outside of the town, non-local businesses are Danville's largest employers.

Income and Buying Power

Average Household EBI (Effective Buying Income, or "after tax income") for Hendricks County in 1996 was \$53,147. That is more than \$12,000 more than the state EBI of \$40,992. Furthermore, *Sales and Market Magazine* indicates a projected rise of 44.7% in the Hendricks County EBI by the year 2001, bringing the 2001 EBI to \$64,120. Projected retail sales for Hendricks County are expected to reach \$937, 310 by the year 2001, an almost \$300,000 increase from 1996 sales of \$647,910.

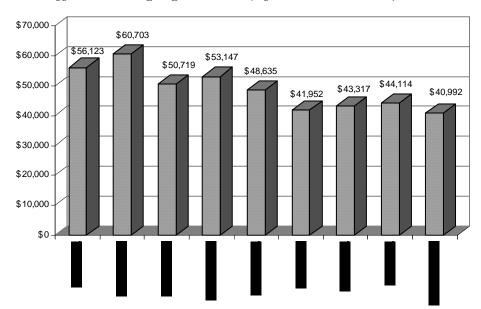


Figure 2-9: Effective Buying Income (After Tax Income)

Figures for retail sales per household indicate that Hendricks County residents are fairly conservative in their spending. They spend only 43.14% of their EBI (after tax income) compared to residents of Marion and Johnson Counties who spend more than 80% of their EBI. It is unclear whether this is due to more conservative spending habits or if it indicates that local market opportunities are incomplete.

The data shows an expected increase in wealth and in retail sales in Hendricks County. Residents can expect an increase in disposable income, but the question is whether or not they will choose to spend that money in Danville and Hendricks County. With the expectation that this growth in disposable income (and consequently spending) will occur, Danville can make plans to capture that growth by providing appropriate commercial uses. Both new commercial sites and a revitalized downtown will help the town compete against neighboring areas for residents' increased spending.



CURRENT CONDITIONS: HOUSING

New Construction

With the influx in population over the past years came an increase in dwelling units. The total number of building permits issued for new single family units between 1990 and 1996 was 259, and prior to the initiation of this comprehensive plan in October of 1997, 65 additional permits had been issued that year. That number was already an increase of 67% from the 1996 number. The next years are expected to produce a record breaking number of residential building permits as new homes and developments are continually being added to the town.

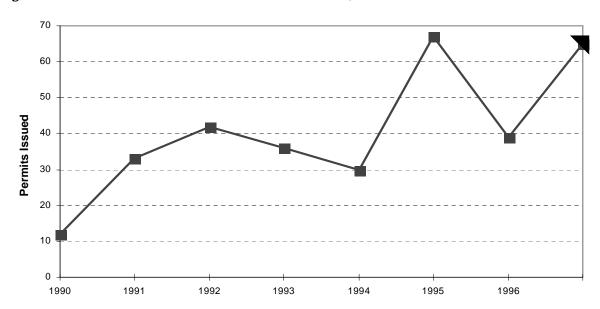


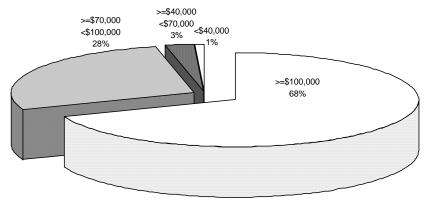
Figure 2-10: New Residential Construction, 1990 to 1997

Housing Prices

In 1997, the median home price in Hendricks County was \$119,900, the second highest county in the Indianapolis region (only Hamilton was higher). The Indiana University Center for Real Estate Studies, which releases the figures, indicated that at the time, the qualifying income for a mortgage on the median price home was \$32,700. While Indiana is known to have some of the most affordable housing in the nation, it is important to note that Danville is a town with a high proportion of single family households who are less likely than two-earner families to have a high income. This may impede their ability to buy rather than rent. However, according to the Metropolitan Indianapolis Board of REALTORS® Inc, the figures for homes sold in Danville in 1996 indicate a high median home price for the town as well. That figure was \$110,000 for 1996.



Figure 2-11: Home Sale Prices, Danville 1996



Another analysis of the multiple listings (homes for sale) in Danville as of May, 1998 shows an even higher median home price of \$128,900. Furthermore, the newer homes (those built after 1990) average about \$162,500 with houses in Stratford Ridge listed for as much as \$225,000 and homes priced up to the \$400,000s in Woodfield on Washington. While the new Clear Creek homes are priced lower (in the \$100,000s and low \$200,000s), it is noteworthy that most homes at or below the median home price are aging and are, or soon will be, in need of expensive repairs and rehabilitation. In 1996, 44% of the homes sold were built prior to 1970. While these homes may be less expensive, they may have other costs involved in their upkeep that could produce an affordability problem for those with more moderate incomes.



The median home price in Danville is one of the highest in the region





LAND USE STANDARDS

Considering the Land Use Mix

One of the primary components of a comprehensive plan is determining the appropriate mix of land uses needed by a community. Two land use ratios are useful in this process: the existing land use ratio (to be discussed later in this section) and a standard ratio maintained by healthy communities. While there is no set ideal for a healthy land use mix, several studies have been conducted to determine recommendations which communities can use as a reference for their own land use plans. The comprehensive plan for Danville draws on the conclusions of a study conducted in 1992 by the American Planning Association.

American Planning Association's 1992 Study

In 1992, the American Planning Association (APA) published a study in which they examined communities across the United States in order to determine a standard land use mix. Land use ratios were taken from 66 communities and were then divided into two categories: under 100,000 population (22 communities) and over 100,000 population (46 communities). The study did not include any Indiana cities or towns in the small communities category, but several mid-western communities from Kentucky, Illinois, Missouri, and Wisconsin were included. The communities falling into the small categories ranged in size from 1,400 people (Midway, KY) to 88,000 people (Bellevue, WA and Costa Mesa, CA).

Figures gathered for the communities reflect their land use ratios for developed land. Because this study calculated a ratio of the urban land use mix, agricultural and vacant land were not included in the figures. The categories used were as follows:

- **Residential** including single-family, multi-family, and mobile homes.
- **Commercial** including commercial and office uses as well as parking lots.
- **Industrial** including both light and heavy industry.
- **Public Use** including institutional (schools, hospitals, fire stations, churches, etc.), parks and recreation (both public and private), and transportation and utility facilities.

■ Study Conclusions

Residential

Residential land uses have traditionally occupied the most land in both large and small communities. Previous studies have shown the percent of urban land occupied by residential uses as between 42% (study conducted in 1955) and 48% (study conducted in 1983). The APA study conducted in 1992 showed that percentage as even higher at 52% of all urban land in small communities being used for residential uses. Single family housing accounts for most of this land as it comprises 41% of urban land while multi-family housing comprises only 11%.

This rise in residential land in small communities is most likely due to the suburban sprawl that occurs as these cities and towns become commuter





communities for the larger cities. However, commercial and industrial uses are expected to increase in small communities, which will result in a slightly lower residential percentage in the future.

Commercial

Like residential uses, the proportion of commercial uses in both small and large communities has increased since the first study conducted in 1955. The earlier study found that commercial uses comprised only $2\frac{1}{2}\%$ of developed land, but by 1992 that number had increased to 10%.

For larger communities, the commercial land use ratio is expected to peak at its current ratio of 10%. However, the amount of land used for commercial uses in smaller communities is expected to increase. The trend of offices moving out of central cities and into suburbs and smaller towns is expected to boost the commercial land use ratio in the smaller communities.

Industrial

The industrial land use ratio has held steady at about 7½% since 1955 for small communities. However, larger cities have seen a decline in the amount of land used for industrial purposes (from 12% in 1983 to 10½% in 1992). This shift is a result of a shift in economies from industrial to service. The economic shift shows up in industrial land use ratios for large cities because such cities had historically been reliant on industry. The shift in the economy has not had as much of an affect on smaller communities because industrial uses have been small or non-existent.

Public Use

The public use category is broad, encompassing parks, transportation, utilities, and institutional uses. Changes in this category are typically small and tend to follow increases in residential development, as that type of development requires the addition of right-of-way and utilities. The land use ratio for public uses in small communities in 1992 was 31%. This proportion may be slightly higher for communities such as Danville which are county seats because they contain more government offices than other communities.

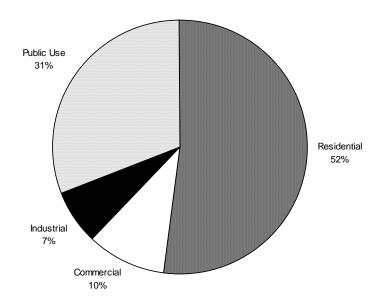
■ The Average Mix

Danville's land use mix shows some differences from the average mix reported by the APA. Among the differences are an increased public use sector, due to Danville's position as the county seat, and an increased residential sector resulting from smaller than average industrial and commercial sectors.

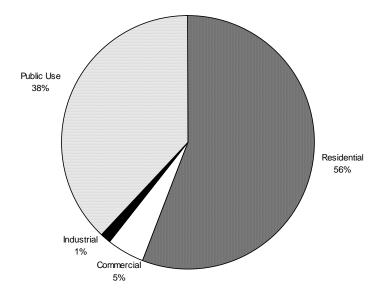


Figure 3-1: APA Study Land Use Mix vs. Danville Existing Land Use Mix

APA Study Land Use Mix in Small Communities



■ Danville Existing Land Use Mix



GENERALIZED LAND USE MAP



DANVILLE'S EXISTING LAND USE MIX

Residential: 1,147 acres; 56% of developed land

■ Single-Family: 1,009 acres; 49% of developed land

■ Multi-Family: 138 acres; 7% of developed land

Residential land dominates the developed land in Danville at 1,147 acres or 56% of all developed land. Eighty-eight percent (88%) or 128 acres of this residential land is single family (49% of all land), leaving 12% of residential land and 7% of all developed land as multi-family. Despite the small acreage designated as multi-family, Danville's proportion of multi-family land is almost the same as the APA average. However, it is important to note that very little of this land is apartments. Most is either in two-family homes or in condos which are owned, not rented. Therefore, while Danville does have a normal proportion of multi-family housing, it may not be adequate to meet the needs of those of more moderate incomes and those who do not require large living quarters.

Most experts agree that the high ratios of residential land use have peaked and should begin to decline due to a combination of economic, demographic, and regulatory trends. Long-term trends, such as rising land costs, smaller household sizes, and an aging population will likely lead to reduced demand for traditional single-family housing, which consumes more land area than other housing types. As the market share of other housing types increases, the percentage of developed land occupied by residential will decrease.

In Danville, this market shift is likely to be less drastic than in other communities, and will probably occur at a slower pace. Recent developments have shown that the demand is still high for large single-family homes. However, two changes proposed for Danville's composition will result in a decreased proportion of single-family housing: increases in other areas of the economy (industrial and commercial) and an increase in multi-family housing.

Increases in Commercial and Industrial Uses

Danville's lack of a strong commercial and industrial base forces the town to rely on housing for a disproportionate share of its taxes. Various studies have revealed that housing does not typically "pay its own way" when it comes to municipal services. According to a study done in Virginia (cited in the book *Edge City*), for each \$1.00 in taxes paid by a residence, the residence will consume \$1.22 worth of services. While some communities make the conscious choice to remain residential communities and consequently pay higher taxes, Danville residents indicated in public meetings that they do not wish to remain a primarily residential community. The solution is an increase of commercial and industrial uses which pay high taxes and demand fewer services, thus increasing the tax base and helping to pay for residential services.

■ Increase in Multi-family Housing

In order for Danville to stand alone as a community, it must be able to meet the housing, service, and employment needs of its residents. Mentioned above were the





arguments for an expanded commercial and industrial base. Because this expansion of a community's economy includes the addition of jobs with a wide range of required skill levels, the result will be a job force with a variety of salary ranges, including salaries not sufficient enough to meet the cost of housing in town. While it is not necessary for a town to have all of its workers living within town limits, there are implications to them living elsewhere. First, a workforce that must commute adds to the traffic volume at peak rush hours. Second, the workers, and more importantly, their paychecks, leave town at the end of the day; and people are more likely to spend their money where they live as opposed to where they work.

An analysis of salaries and housing costs prepared for Hamilton County, Indiana shows affordability problems not only for unskilled laborers, but also for skilled laborers, about half of local and county government positions, and school corporation employees below management level. While many of these workers are members of two earner households, Danville has a high proportion of singles who do not have the benefit of two incomes. If Danville wishes the new employees that will accompany the new commercial and industrial development to live and spend their paychecks in town, there will be a need for more low cost, rental housing.

Commercial: 96 acres; 5% of developed land

While the average consumption of land by commercial uses in small towns is 10%, Danville's is only half of that at 5%. Most of this development is either retail, focused around the old and new Kroger development areas, or law offices associated with the court house or hospital. While all of these uses are needed and are beneficial to the town, many more opportunities for unique retail, neighborhood services, and office developments exist throughout the town. In addition to increased jobs and services for residents, a larger, more diverse commercial sector would also increase the tax base and may be able to bring in revenue from outside the town by attracting customers from throughout the county.

Industrial: 30 acres; 1% of developed land

Danville's proportion of industrial land at only 1% of developed land, is much lower than the APA average for small communities (7%). Danville's industrial sector consists of several light industries which appear to be consistent with what residents wish for their industrial sector. While heavier industries (termed "smoke stack" industries by public meeting attendees) were discouraged in Danville, residents seemed receptive to an increased industrial base consisting of industry types similar to those already present in the town.

Institutional: 231 acres; 11% of developed land

Institutional uses include the hospital, government buildings, schools, and churches. The proportion of institutional uses in Danville is 11% of developed land. Although this seems high because it is so much greater than the commercial and industrial sectors, it is not at all unusual for a county seat to have a high proportion of institutional land due to the presence of county government offices and the county courthouse. In fact, a 1983 study by the APA determined that the average proportion of institutional land in small communities was 13% and that number could be much



higher for county seats. Using those figures, Danville's proportion of institutional land is actually lower than would be expected.

Parks and Recreation: 490 acres; 24% of developed land

Danville has a very high proportion of park land. In fact, Danville has a proportion more than twice as high as the average (11%) determined by the 1992 APA study. Danville's park inventory includes:

Ellis Park,
Blanton Woods,
Twin Bridges Golf Club,
Pine Hill Archery Club,
the Boy Scout Club House and Grounds,
the Flying Field, and
The Danville Optimist Soccer Fields.

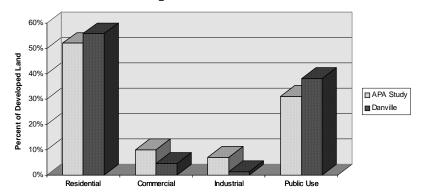
While some of the listed uses are private, they still provide recreational services to the town. Not included as part of the formal recreation system of Danville, but just as important in providing recreation to town residents, are the schools and several churches which supply playgrounds, gymnasiums, basketball courts, and athletic fields. Efforts are being made to integrate the schools into the recreation system by officially offering their grounds for recreation after hours. More detailed information on park offerings and deficiencies are included in Chapter VI of this report.

Undeveloped Land: 987 acres

The 1997 Land Use Survey showed an additional 987 acres of undeveloped land within the town limits of Danville. Agricultural uses are included in this category and account for 59% of undeveloped land within the town. However, most of this land is zoned for residential uses and is very rapidly being developed. No agricultural land within the town limits is zoned to remain agricultural.

Conclusions

Figure 3-2: Land Use Ratio Comparison



The APA's average land use mix can be compared to the existing mix in Danville in order to determine how Danville compares to other communities. However, it is not recommended that Danville simply try and mimic these proportions. Each community is unique and must decide its ratio based on its own needs and goals. Remember that

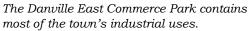


the APA ratio is a combined average of 22 different communities, some with proportions varying greatly from the final average percentage.

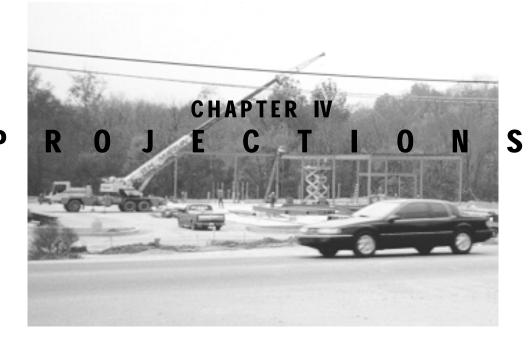
A comparison of the two land use ratios shows some substantial differences between the APA averages and Danville's land use mix. Danville has a higher proportion of both residential land and public use land, and a lower proportion of both commercial and industrial land. Traditionally, Danville has been a primarily residential town with very little commercial and industrial sites. Additionally, the town has a great deal of park land which is most likely the difference in the public use category. While some communities may prefer this type of land use mix, Danville residents have expressed a desire to alter it slightly by increasing the proportion of both commercial and industrial land. These changes will cause the mix to look more like the APA averages.



Most new construction in Danville is residential.







P



POPULATION PROJECTIONS

Trying to determine a community's future population is not an exact science. Methods for creating population projections can be as specific as computer modeling which incorporates multiple factors or as simple as continuing the existing trends. However, no matter which method is used, it cannot account for unexpected circumstances like economic downturns, changes in preferences, or baby booms. Therefore, each method is, at best, an educated guess, with some guesses being more educated than others.

Several methods were looked at in the planning process. The most scientific of the methods used was a mathematical projection which used the changes in population from 1990 to 1996 to project further changes in the future. The projections formulated through this process were then compared to the less scientific analyses of trends occurring in Danville. More specifically, the current development trends were analyzed using building permit information. Projections were also compared to what was expected by other agencies to occur in Hendricks County and within the school district. While all projections showed an increase in population, they varied in how much of an increase was expected. The following discussion explains the results of the different analyses, and explains the projection that was used in the formation of the final plan.

■ Mathematical Models

The first population projections created for the Danville Comprehensive Plan were done using a mathematical model. The starting data used was taken from the U.S. Census population estimates for Danville for 1990 through 1996. That data, resulted in a population of 10,051 by the year 2018. However, the Census Bureau has since re-figured its estimates for 1991 through 1995 which resulted in a new projection of only approximately 8,900 persons by the year 2018.

■ Low Growth Scenarios

The school district's population projections were more conservative than the mathematical projections, predicting a decline in the rate of growth after the year 2000. While it predicts 10% growth between 1995 and 2000, it predicts that the rate will drop to 8% between 2000 and 2005, and finally drop to 7% between 2005 and 2010. This progression suggests a population of 7,000 or less by the year 2018. Also resulting in low growth was the comparison of the county projections. In this scenario, future county population projections were made based on the projections made by the U.S. Census Bureau for the state (assuming that Hendricks County will continue to grow at a rate 3 times faster than Indiana). Then the projections for Danville were made based on the statistic that the town has historically had a population that is 5.5% of the County's population. This too resulted in a low projection of approximately 7,000 people by the year 2018.

■ Moderate and High Growth Scenarios

Both the moderate and high scenarios were obtained from analyzing building permit trends. The difference in the two projections was a result of how far back the trend was analyzed. The moderate growth projection looked at the number of building





permits issued between 1990 and 1997. An average number per year was found and then multiplied by 2.63 people per household to determine the average increase in population per year. That number was then added every year for the next 20 years, resulting in a 2018 population of approximately 7,400. The high growth scenario was found the same way, but instead of using the average building permits per year from 1990 through 1996, only the more recent years of high growth were used. This method resulted in a 2018 population of 9,200.

12,000 10,000 8,000 Original Population Mathematical 6,000 - Moderate High 4,000 2.000 2005 1990 1995 2000 2010 2015 2018

Figure 4-1: Range of Population Projections for Danville

Source: HNTB

■ The Projection Chosen for the Plan

With the explosion of growth that is occurring within the Indianapolis region, it is unlikely that Danville will reach only the low or moderate growth projections by 2018. Therefore, only the higher growth scenarios found by building permit trends and the computer models were seriously considered. Furthermore, when comparing the recent numbers of building permits issued in Danville, it called the population estimates by the Census Bureau into question. The estimates appeared low compared to the number of permits being issued. Therefore, to avoid not planning for enough growth which would leave additional growth uncontrolled, the old Census numbers reflecting a larger population were used. The result was a projected 2018 population of 10,051. While this may be too high for Danville to meet in the next 20 years, the town will eventually reach that level of growth and will be prepared to accommodate that growth when it occurs.

Figure 4-2: Long-Range Population Forecast

1990	1992	1994	1996	1998	2000	2002	2004	2006	2008	2010	2012	2014	2016	2018
4,345	4,513	4,771	4,982	5,480	5,970	6,452	6,927	7,395	7,855	8,308	8,754	9,193	9,625	10,051

Source: HNTB





LAND USE PROJECTIONS

Projecting Residential Development

After determining the size of the population to plan for, the next step is determining the amount of residential land the projected population is expected to consume. In order to project the amount of residential land to be consumed, the following assumptions were made:

An average household size of 2.63 people per household.

The existing housing stock to remain.

85% of the housing mix as single-family (it is currently 88%), 15% as multifamily (currently 12%).

One half acre per unit (lot and associated right-of-way) for single family.

5,445 sq. ft. (8 units per acre) for multi-family.

Projecting Commercial and Industrial Development

Commercial and industrial development were figured as a combined total of 13% of developed land. Note that this is a desired ratio based on the desires of the community of having a larger commercial and industrial base, not on the town's existing trends. Furthermore, it is still a step below the APA average for commercial/industrial sector in small communities which is 17%. While the APA standard is a ratio Danville may some day strive for, it is an unlikely goal for a twenty year time frame.

The 13% proportion of developed land designated as commercial or industrial leads to a total of 389 acres of land set aside for those uses. Because the industrial sector in Danville is almost indistinguishable from heavy commercial, the acres were determined together. Areas better suited for industrial, office, retail, and neighborhood service were then designated as such on the future land use map (see page 39).

Projecting Institutional Development

Institutional development is much more difficult to project than the other categories. Some uses such as churches and schools expand with the population, while others are fixed or change very little, like county government offices. For this reason, when projecting institutional land, it was assumed that existing proportions would continue in the future.

Projecting Park Land Needs

Several versions of park standards exist and are used in different communities. The following chart describes the park standards used in the 1993 Master Plan for Danville's parks. It is similar to the standards set forth by the National Parks and Recreation Association.





Figure 4-3: Park Standards

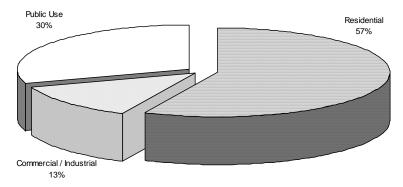
Type of Park	Acreage Standard	Service Area
Regional Parks	20 acres per 1,000 people	Up to 50 miles
Community Parks	6 acres per 1,000 people	0 to 5 miles: all or most of community
Neighborhood Parks	3 acres per 1,000 people	0 to 2 miles: sub-area of community
Block Parks	.5 acres per 1,000 people	0 to 1 mile: within walking distance
Total	9.5 acres per 1,000 people	

Source: A Park and Recreation Plan for the Town of Danville

Following the recommendation of 9.5 acres per 1000 persons, Danville already has plenty of parkland to support the projected 2018 population. However, how that parkland is available to meet the needs of the population is an issue that deserves more attention. Parks and Recreation are discussed in more detail in Chapter VI.

Proposed Land Use Mix

Figure 4-4: Proposed Land Use Mix



The proposed land use mix is derived from the APA standards described in Chapter III with slight alterations to accommodate Danville's needs. The proposed proportion of residential uses is very similar to what it is currently, but has a higher mix of multifamily than it does now. Commercial and industrial uses combine to create about 13% of developed land. This reflects the desire of a more diverse tax base, but because it will be a slow process, does not increase that percentage to the APA average of 17%. It is, however, more than twice the current proportion of only 6%. Finally, the proportion of public use is slightly lower than the existing proportion. While some uses in this category are expected to increase at the same rate as the population (churches, utilities, right-of-way, etc.), others will develop at a slower rate (government, schools, the hospital, and parks). More specifically, because Danville has such an excessive amount of park land in comparison to the standards, it is likely that any park development will be along the lines of small neighborhood or block parks and will not significantly add to the total acreage or the proportion of land.



■ Expansion of the Planning Area

The following chart describes the amount of land required by use to meet the needs of the projected 2018 population. These numbers represent the land use mix described in the previous paragraphs.

Figure 4-5:	Acreage Red	guirements	for Future	Land Use Plan
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Land Use	Acres Required 2018	Existing Acres	Deficit
Residential	1696	1147	549
Commercial/ Industrial	389	126	263
Institutional/ Utilities	419	507	
Parks	85	490	

The chart reflects the need of an additional 549 acres to be developed for residential uses, and an additional 263 acres for commercial and industrial uses, indicating a total need for 812 acres of development. The town of Danville currently has a supply of 889 acres of vacant or agricultural land. Approximately 10% of this land is within the floodplain and is not available for development. Currently, 499 acres are zoned residential and thus almost meet the required 2018 acreage for residential land, leaving 304 acres for commercial and industrial development (although very little is zoned for industrial). While it appears that Danville already has most of the land necessary to accommodate the projected population over the next twenty years, the numbers can be misleading. A great deal of this land is not contiguous and is in portions that are too small for developments larger than a few lots. Other parcels may belong to farmers or other owners who are unwilling to sell. Still others are not located near roads adequate to handle the increased traffic associated with large developments. Therefore, while this plan encourages and recommends infill development, it is likely that most new development will occur on formerly large agricultural areas and in areas currently outside town limits.

■ Direction of Growth

Town and County officials contend that growth is most likely to occur to the east of Danville (towards Indianapolis). While it seems logical that a town expand along commuter lines, care must be taken in how far in the eastward direction development is allowed to occur. In order for Danville to maintain its own identity, it must be careful not to merge with the neighboring town of Avon. In order to keep a separation between the two towns, it will be necessary to direct Danville's growth in different directions, especially north and south. Here, new development has access to roads other than the already congested U.S. 36. It is recommended that Danville and Avon Town Councils meet to further define their "edges".



■ Buffers Around Development

Currently, vacant or agricultural land creates buffers between Danville and other communities. While there is still a great deal of vacant or agricultural land surrounding Danville to the north, south, and west, both Danville and Avon (to the east) are rapidly growing communities in very close proximity to each other. Danville must make a conscious decision to leave a buffer of undeveloped land at its eastern edge if it wishes to remain separate in both identity and form. Because Danville has no planning authority outside it's town limits, the town may wish to annex area sufficient for a buffer and dedicate the land as permanent open space.

■ Location of Infrastructure

Growth should occur in areas where it is supported by adequate infrastructure. Especially important to Danville residents is the presence of adequate roads to handle traffic, and if possible, route it away from congestion on U.S. 36. For that reason, the thoroughfare plan included in this report also expands beyond current town limits to include the areas designated for future growth. The areas recommended for expansion are displayed on the future land use plan. They are generally described as:

- Infill development to the west of the Hendricks County Hospital and in the K&K Farms area;
- Land east of the Old Farm Developments and bounded on the east by C.R. 200E.; and
- The area south of U.S. 36 and the railroad, between the landfill and the proposed airport.

The Development of Alternatives

When considering the future development of a town, there is always more than one solution. Additionally, it is important to ensure that the residents of a community be able to assist in choosing between different possibilities available to their town. Therefore, three development alternatives, each with a slightly different focus, were presented to the citizens of Danville for comments, suggestions, and criticism. The three alternative development scenarios are described as follows.

■ Alternative 1

The focus of the first alternative was on the development of the commercial and industrial sector. This plan incorporated not only large office and commercial development areas, but also the concept of smaller service and employment centers within close proximity to the residential neighborhoods. These areas were called "neighborhood centers" and consisted of primarily retail, service, and office uses located at major crossroads throughout the town. Their purpose was to break up the monotony of residential sprawl and to provide neighborhood residents with nearby services and jobs.

■ Alternative 2

The second alternative took the approach of leaving the land use mix of Danville as primarily residential. Although some areas were designated for commercial and industrial purposes, the alternative generally presented Danville as a "commuter community". Also incorporated into this plan were the neighborhood centers from the





first alternative. However, the neighborhood centers of the second alternative were not as intensely commercial as those of the first. Further, the second alternative incorporated the use of trails, bike paths, and sidewalks to connect the neighborhood centers and parks.

■ Alternative 3

The primary focus of the third alternative was the revitalization of the downtown. This plan designated very little land for development, keeping new development compact. It also created downtown as the center by discouraging any further development east of C.R. 200E, and instead focused on infill and small development to the west, north, and south.

The result of this public input process was a more refined idea of what was desired for the future development of Danville, and an agreement on the key concepts that would achieve those goals. From the input from this meeting, the final land use plan was created. It was not a selection of one single alternative but a composite of the strong points from all three, plus additional suggestions from residents.



INSERT LAND USE PLAN MAP



THE SELECTED ALTERNATIVE

The proposed land use alternative was created by mapping the new land uses in the most logical areas for their placement, based on constraints (flood plains and steep topography), infrastructure, and existing compatible land uses. The final plan incorporates elements of all three of the alternatives. Some of the major components of the land use plan are as follows.

■ Alternative Transportation Corridors

An important focus throughout the planning process for Danville was on connections within town. This focus was not only on vehicular connections but also on pedestrian and recreational connections. The land use plan, in conjunction with the park plan, integrates bike paths and pedestrian connections into the future layout of the town. These paths serve to connect parks, schools, and neighborhood centers and are also meant to be used for recreational use.

Neighborhood Centers

The town center concept is an old one dating back to the days of Danville's conception when goods and services were within easy walking distance. These new neighborhood centers are located within residential areas, and provide residents with nearby convenience goods and services such as small grocery items, drug stores, and dry cleaners. They may also contain daycare centers, churches, small parks, and public uses like post office or library branches. These neighborhood centers are also good locations for multi-family housing. See page 40 for a graphic representation of a neighborhood center.

■ Increased Commercial and Industrial Sector

The commercial and industrial sector of the land use plan incorporates a wide variety of uses. These range from unique downtown retail to the convenience goods and services of the neighborhood centers to office parks, and to heavy commercial/industrial type uses. This variety is able to meet both the personal needs of the individual residents and the economic needs of the town as a whole.

Revitalized Downtown

This proposal is difficult to depict on a map, but Danville's downtown square is a great asset that is not being used to its fullest potential. There is a great opportunity to use the historic character to market unique retail and restaurant type entertainment uses. Such uses could not only attract local residents, but others from throughout the county and those passing through on U.S. 36. Further recommendations for revitalization of downtown can be found on page 67 of Chapter VIII: Implementation.

Additional Multi-Family Housing

In order for Danville to stand alone as both a place to live and a place to work, it needs a more diverse mix of housing types. This plan accounts for this needed diversity by designating two specific areas for multi-family housing and several others for mixed density residential. These categories are further described in the following pages.





TESTING THE PLAN AGAINST THE GOALS

■ Traffic Congestion

This issue will be more thoroughly addressed in the thoroughfare plan, but the land use plan can also be a key component in easing congestion, or at least in preventing it. The greatest concern appeared to be with east/west traffic, especially along U.S. 36. Therefore, recommended new development is consistent with the thoroughfare plan's efforts to reroute heavy traffic off of U.S. 36.

■ Growth Management

Many of the goals under the heading of growth management relate to others and can be addressed under other headings. Specific to the objective of growth management are the goals of discouraging sprawl and maintaining visual corridors and open space. This plan discourages sprawl through an emphasis on infill and contiguous development, and by limiting growth areas, especially to the east where the town risks merging with Avon. Visual corridors are maintained entering town and on scenic Cartersburg Road through the use of open space buffers which block the view of development from the road.

■ Preservation of Small Town/Rural Character

Crucial to the preservation of the small town character is the revitalization of downtown, the key to Danville's identity. Also important are the elements that make small towns unique: nearby services, parks, and historic areas. Each is provided or protected through the land use plan.

■ Development of Business - Commercial and Industrial

Development of business is provided in several ways through the land use plan: through the revitalization of downtown, the creation of neighborhood service centers, and through the addition of new commercial and industrial uses. This variety allows for a diverse mix of businesses and a compatibility with neighboring uses.

■ Sidewalks and Linkages

This plan notes areas where existing and proposed sidewalks can be utilized in a network of bike paths, walking paths and parks in order to create linkages through town for pedestrian and bicycle traffic. Chapter VI, which contains the park plan, deals with this goal more specifically.



GENERAL LAND USE CATEGORIES

The following chart gives a brief description of each of the different land use designations found on the Land Use Plan Map. More detailed descriptions and comparisons of the different districts follow.

_		
SF	Single Family	Consists of single family detached housing
MF	Multi-Family	built at low density on large lots Consists of apartments, condominiums, townhomes, and duplexes
MD	Mixed Density	Special residential district consisting of a mix of single family homes on smaller lots, apartments, townhomes, and duplexes
DB	Downtown Business	This area is reserved for unique retail and restaurants that are compatible with the historic character of downtown. Office uses are also permitted provided that the ground floor be reserved for retail and entertainment uses.
GB	General Business	The general business designation provides for general shopping and commercial services. Appropriate land uses include general retail, markets, commercial services, restaurants, automotive repair and service, hardware and home improvement, durable goods sales, and automotive sales. Business services offering direct services to customers are also permitted.
NC	Neighborhood Center	Located in residential areas, these commercial uses should be low intensity in order to be compatible with surrounding neighborhoods. Uses in this classification should be oriented toward meeting the needs of neighborhood residents (i.e. convenience uses).
О	Office	The office designation includes all office uses, including those associated with the hospital (i.e. medical).
GI	General Industrial	The general industrial designation provides for general manufacturing and industrial uses that may create heavy traffic. This designation is also appropriate for heavy commercial/light industry uses including warehousing and industry with showrooms.



PR	Recreation	either active or passive recreation. Each area with the PR designation is described in chapter VI.
os	Open Space	The open space designation allows no development. The purpose of this land is to create a natural buffer of developed areas.
Parks and	Areas designated as parks and recreation may be	

Residential Uses

The plan's residential uses are divided into three categories: single-family (SF), multifamily (MF), and mixed density (MD) residential. It is important that Danville offer a full range of housing choices as it seeks to attract new employees and residents, and as it hopes to retain those whose housing preferences may have changed. The town risks losing long-time residents or turning away potential new ones if it cannot provide the housing necessary to meet their needs and preferences.

■ Single-Family Residential

Single-family districts are located in areas of lower density residential. These areas are meant to provide low density, single-family housing in subdivision developments. Included in this category is "estate" or "executive" housing (high-priced housing on larger lots).

■ Multi-Family Residential

While multi-family housing currently comprises 12% of Danville's housing, the town has very few larger rental complexes. While many small towns have concerns against this type of development, they are an important component of an area's housing supply. The land use plan designates two areas for these types of developments: one near the schools along Mackey Road, and one on Old U.S. 36 between the Old Farm commercial area and C.R. 200E. These areas were chosen because of their location along major roads, and because they are near higher intensity areas. To avoid the stigma associated with multi-family complexes, it is recommended that standards for these types of developments be formulated. For example, this type of development should have no more than 150 units, should follow design standards for appearance, should be required to provide particular amenities like swimming pools and athletic courts, and should not be in close proximity to another large multi-family development. The purpose of this last recommendation is to break up the supply of multi-family housing and avoid creating a stigmatized district.

■ The Need for Multi-Family

As far as housing needs are concerned, Danville appears to be most lacking in the area of affordable housing. Three important factors indicate that lower cost, and especially rental housing, is an area which the town would be wise to provide. First, the most recent data on the population's age shows that Danville has an unusually high number of people over age 65. That fact coupled with an aging population means that Danville has a large segment of its population that





is reaching the age where some of the pressures of home ownership may no longer be desired. If the town wishes to remain attractive to this segment of the population, multi-family units must be available. Second, attendees at the public input meetings noted a concern that many young people were leaving for college and not returning to Danville after graduation. This too may be an indication that there is a shortage of affordable housing. Recent college graduates are not likely to want or cannot afford home ownership. Finally, the availability of rental unit, multi-family housing is related to the desired increase in the commercial and industrial sectors. Lower level employees are not likely to be able to afford a home in Danville. If the town wants its employees to live where they work, it must provide the housing they need.

■ Mixed Density Residential

Part of maintaining the feel of a small town is avoiding what is called suburban sprawl. One method of doing so is developing housing styles found in the older parts of town: higher density housing with smaller lots, grid street patterns, and the incorporation of a mix of housing sizes and types. These residential areas designated on the map as mixed density (MD) are recommended to be developed in this manner. The grid street patterns keep traffic flowing in these already denser and more congested areas of town, smaller lots maintain the look and feel of a small town neighborhood, and a mix of housing types allow for small apartment buildings (no more than four units), town homes, and duplexes in addition to moderately priced single family housing. All these can be located in a neighborhood with the feel of a small town while being in close proximity to commercial and employment areas. These types of neighborhoods are ideal for singles, young families just starting out, or older residents looking for rental units with the feel of a neighborhood or who are interested in a smaller home with less yard upkeep.

Commercial and Industrial Uses

Just as it is important for a community to offer a range of residential uses, it is important to have a variety of commercial and industrial uses, both to provide goods and services to residents and to provide employment opportunities, while creating a strong tax base. The land use plan for Danville indicates categories for these types of uses: neighborhood centers (NC), general business (GB), downtown business (DB), general industrial (GI), and office (O).

■ Neighborhood Centers

One component of a neighborhood center is the services it offers. As its name indicates, the commercial uses located within these centers are to be oriented to the neighborhoods they serve. The concept is that of the corner store which provides every day needs within walking distance. These centers can also offer services like dry cleaning, day care, or medical offices. Uses should be of a low intensity to be compatible with neighboring residential uses. The three locations designated for neighborhood centers are:

- the intersection of U.S. 36 and Mackey Road.;
- the intersection of Pitsboro Road and the proposed extension of 100N.; and
- the intersection of 200E and a proposed road extending eastward from Woodside Drive.

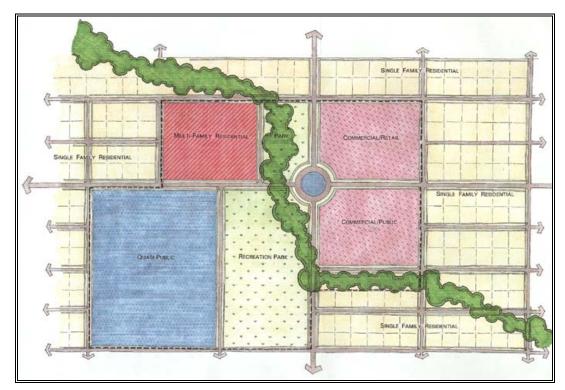








THE NEIGHBORHOOD CENTER



Above: This aerial view of a hypothetical neighborhood center illustrates the potential uses of such a development.

Below: This design plan illustrates how the uses and the design of a neighborhood center is compatible with a low density residential area.





■ General Business

General Businesses (GB) are areas which provide general shopping and commercial services. These areas are higher in intensity than neighborhood centers, and offer goods and services ranging from grocery stores to automobile repair shops. Two general business areas currently exist in Danville, and this plan recommends that any additional general business uses locate in the same areas in order to keep these high intensity uses away from low intensity residential or historic areas. However, what is being recommended is commercial districts, not a stripping out of the major roads. Curb cuts and frontage onto U.S. 36 and Old 36 should be limited, and access to the developments should primarily be by frontage and access roads.

■ Downtown Business

Danville has a great asset in its downtown area. The courthouse square is a beautiful display of historic architecture and the perfect opportunity for a downtown retail area. However, that potential has so far gone largely untapped. Most of the downtown square is currently occupied by law offices associated with the county court house. These uses, although important to the town and county, are using up valuable space that should be occupied by attractive storefronts, restaurants, and cafes. Other towns have initiated programs to encourage office type uses to move upstairs in downtown buildings and allow unique retail and entertainment uses like Danville's Basket Shop and Mayberry Café to locate on the first floor where they are visible to pedestrians and drivers. An attractive business district with unique shopping and friendly restaurants will encourage people to come downtown, not just pass through.

■ General Industrial

The area designated for general industrial appears large, but it is intended to be an ideal area for industrial development more than a specific location. This land, although not currently within town limits, is the most appropriate area for manufacturing uses or high intensity commercial uses. It is located between the landfill and the proposed airport, an area in which residential development would be difficult. It also allows the town to have the advantage of an industrial sector without its size or appearance influencing the character of the town. This location is hidden by the railroad and the wooded areas surrounding the creek, and with further buffering could be hidden from U.S. 36. Furthermore, truck traffic can access U.S. 36 using county roads and the proposed extension of C.R. 150E, thereby keeping heavy, noisy traffic away from town and residential areas. Further, the land use plan suggests an expansion of the commerce park located at C.R. 300 and Old 36 with more light industry or heavy commercial uses.

■ Office

Danville currently has two primary office uses: law offices associated with the county court house and medical offices associated with the hospital. However, office parks are one way, in addition to the industrial uses just mentioned, to increase the town's tax base. With such an educated population that must commute outside of Danville to work, there could be a great potential to attract businesses that allow residents to work near their homes.







EVALUATION OF PARK LAND

Parks are an important element in any community. They offer a retreat from the strain of everyday life and provide a place of peace and serenity. Whether a place of solitude close to nature or a playground full of laughing children, every park has an important place in not only the landscape, but in the hearts of the citizens as well. Because parks play such an important role in the life of a town's residents, a critical part of the planning process is an examination if its parks and a plan for their future.

Danville is fortunate enough to be the home of two parks that are boasted throughout Hendricks County: Ellis Park and Blanton Woods. Additionally, the operators of Twin Bridge Recycling Disposal Facility have added to Danville's park inventory with the Twin Bridges Recreational Area. The questions the town must answer are whether or not this abundance of park land (approximately 490 acres) is adequate to meet the town's needs and how great a population it can serve as the town grows larger.

In 1993, a master park plan was created for Danville, a part of which took an inventory of all of the town's recreational areas. Included in this report was a set of definitions and standards for four different kinds of parks: regional parks, community parks, neighborhood parks, and block parks. These names indicate the types of populations each type serves. In addition to the differences in population served, the four types of parks vary by acreage as well as activities. The following describes each type of park in more detail and accesses Danville's ability to meet the standards (for an explanation of park standards, see figure 4-3 on page 34). It should be noted that these standards must be applied with the town's unique situation in mind. For example, a more than adequate amount of park land may prove to be insufficient if it is poorly located or inaccessible, and what appears to be a deficiency by the standards may be meeting the needs of the population quite well.

Regional

Regional parks usually serve several counties and provide a wide range of recreational activities. Minimum acreage for a regional park is 800 acres, much larger than can be expected of any city or town park. Therefore, most regional parks are state parks or are run on a county-wide basis. At this time, Hendricks county does not have its own regional park, but residents of Danville enjoy close proximity to Turkey Run State Park and Raccoon Lake Recreation Area as well as Marion County's Eagle Creek Reservoir and Park.

Community

Danville's Ellis Park and Blanton Woods meet the definition of community parks. By definition, community parks are designed to serve all or most of the residents of an urban area. The standard requirement for community park land is 6 acres per every 1000 people, and the standard for community parks is between 15 and 200 acres each in size. By this standard, utilizing 1997 estimated population, Danville required only 31 acres in community parks. However, Ellis Park's 49.8 acres combined with Blanton Woods' 53.1 acres provides the town with a combined total of 102.9 acres, an excess of almost 72 acres. Additionally, the facilities provided by the Twin Bridges



Recycling and Disposal Facility provide even more community park land for the Town of Danville.

Neighborhood

Neighborhood parks are intended to provide recreational areas within a minimal distance for residents of a neighborhood. These parks are much smaller than community parks (5 to 15 acres), and are expected to serve the population within a 2 mile area. For Danville, this means about half of the town. The standard requirement for neighborhood parks is 3 acres for every 1000 people. By these standards, Danville's 1997 population required just over 15.5 acres of neighborhood parks (between 1 and 3 parks). Danville has no parks meeting this definition. However, schools are able to provide similar services, and can be considered neighborhood parks for the areas in which they are located. North Elementary provides one neighborhood park for the west side of the town, and the combination of Danville South Elementary and Danville Community High School provides a second (they are too closely located to function as two separate parks). However, the remaining school, Danville Middle School, is not sufficient to provide a third neighborhood park because the school itself does not provide any facilities to the town but instead uses those located within Ellis Park. Thus the two mile service areas provided by the two neighborhood parks (or schools) does not reach those residents on the east part of town. More specifically, those living in the Old Farm and Temple Estates Subdivisions do not have access to a neighborhood park. Ellis park, although by definition a community park, could serve as a neighborhood park due to it's central location and proximity to those neighborhoods furthest from the school, but even with its closeness, it is difficult to access without a car. Furthermore, it is questionable whether the schools can serve as neighborhood parks for any but the adjoining neighborhoods due to their inaccessibility to those without a car: the children and the elderly.

Block

Because what is considered a "neighborhood" can often be a very large area, those without access to automobiles can be excluded not only from regional and community parks miles away, but neighborhood parks as well. Therefore, block parks are to be located within walking distance of those they serve. They are defined as protected areas within residential areas. These small parks are ½ acre to 5 acres in size, but they are just as important to a city or town as its large parks. Like neighborhood parks, Danville does not have any parks designated as "block parks". Once again schools can be used for adjoining neighborhoods, but if providing a protected area includes not requiring children to cross busy streets, only Danville Community High School applies, and then only to the Clear Creek Subdivision. Churches also serve this function where they exist in the downtown and older neighborhood areas, but most have only basketball courts and nothing for young children or the elderly. Once again the east side of town is severely lacking with no schools and few churches. That leaves at least 450 households without a park or even a playground within walking distance.



RECOMMENDATIONS

The following recommendations are made to supplement the park system in Danville.

Neighborhood parks

Several recommendations are made to supplement the already excellent park system in Danville. First is the addition of a neighborhood park. The east side of Danville is poorly supplied with park land. It has no parks of its own, and Ellis Park is difficult to access from the east without a car because of the steep topography. This plan calls for a new neighborhood park in the Old Farm area. More specifically, an area located at the proposed neighborhood center along C.R. 200E may be too poor for residential or commercial development, but would be a good location for a neighborhood park. There is already a large population to support such a park, and more development is expected in the future. An area should be designated before all available land is consumed by residential development.

■ Block Parks

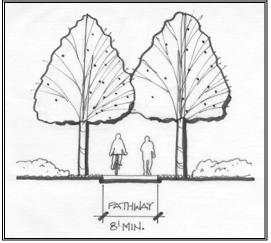
Block parks are small (about the size of a residential yard), but they are valuable resources to the people who use them. Block parks are especially important for people unable to drive to a neighborhood or community park. For small children and the elderly, block parks may be the only recreational resource they can access without someone to drive them. While cities and towns are often reluctant to pay for the upkeep of such small parks, neighborhood associations are often willing to do so. Requiring both active and passive recreational areas in the subdivision ordinance is a way the town can make sure these recreational needs are being met.

■ Linkages

Recreational areas must be accessible if they are to be used, and they should be accessible on foot as well as by car. A properly maintained sidewalk system is key to providing linkages between recreational areas and other locations throughout town. All new roads should be required to be lined with sidewalks on at least one side, and any road currently leading directly to a park or school that does not have sidewalk should have them installed. Bicycle routes are also valuable linkages, as well recreational resources. Bike routes come in many forms, and can be added to existing roads or created separate from traffic when new roads are laid or existing roads are improved. The following illustrations depict the different ways bike routes can be constructed.

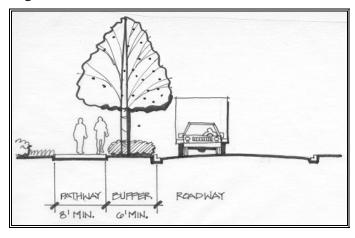


Figure 6-1: Class I Corridor



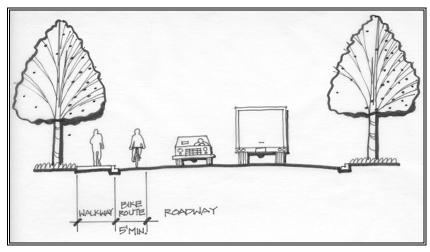
The class I corridor is completely separated from the roadway and is designed to serve a variety of users, including bicycle, equestrian, and pedestrian users.

Figure 6-2: Class IIA Corridor



The class IIA corridor separates the path from the roadway with a landscaped buffer not less than six feet in width. This category is preferred when new roadways are constructed in the future.

Figure 6-3: Class IIB Corridor



The class IIB corridor is a striped portion of the roadway reserved for bicycles to separate motorists from bicycles.

Note: The dimensions noted on the figures above are requirements designated by the American Association of State Highway and Transportation Officials (AASHTO) <u>Guide for Development of New Bicycle Facilities.</u>





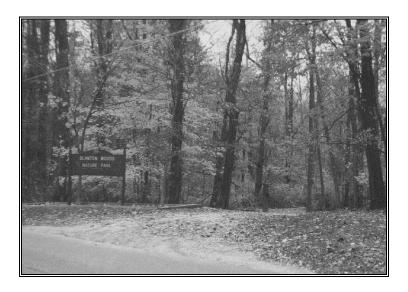
Figure 6-3 shows the most appropriate bike route along most of the streets in Danville. However, in areas where new streets are being constructed, a class IIA corridor is recommended. The proposed locations for bike routes are depicted on the map on page 53. This route connects the parks and schools and also provides a purely recreational route around the landfill area. The only bike path not along an existing or proposed road way is the one leading to Danville North Elementary School. While the majority of this route follows subdivision roads, some of it would involve constructing a new path between residential lots. To further link parks, pedestrian entrances to Blanton Woods are suggested along the proposed extension of 100 N. and the proposed extension of 10th Street where it comes closest to Ellis Park. A pedestrian walking path along the creek to link Ellis Park to the Twin Bridges Recreational Area is also recommended. Finally, it will be important to include easily visible pedestrian/bicycle crossings at the route's intersections with U.S. 36 on Mackey Road and Wayne Street. Because these crossings are at school locations, slower speed limits and crossing guards in the mornings and the afternoons of weekdays may also be needed.

■ Passive Recreation

Two recreational areas are recommended for the vacant land along the proposed bike route on Broadway/Shady Lane. These areas are recommended as passive recreational areas for walking/hiking and perhaps a BMX course. Located along the bike path and proposed walking path, this vacant land is accessible on foot or bicycle from the town's existing parks and provides an easily accessible recreation area for those neighborhoods south of downtown.

■ Future of the Landfill

A previous study has recommended that, upon completion, the landfill area revert to recreational uses and a wildlife preserve. This comprehensive plan supports the desire of the town to use the landfill in this way.



Blanton Woods is one of Danville's treasured recreational resources.



INSERT PARK PLAN







EXISTING TRAFFIC ISSUES

Highway 36

U.S. 36 is the major thoroughfare that cuts straight east and west through the town. Although C.R. 100N connects Danville to Indianapolis, U.S. 36 is the fastest way to downtown Indianapolis and also serves as a transportation route to the lakes to the west of Danville. For these reasons, U.S. 36 where it narrows to pass through Danville (Main Street), has very heavy traffic and can be extremely congested during peak rush hours. This congestion makes passing through town slow and makes travel difficult on north and south streets that must cross U.S. 36. Unfortunately, due to the lack of east/west connections through town, U.S. 36 is also the primary route for local traffic. This local traffic adds to the congestion.

State Route 39

S.R. 39 passes north/south through Danville. However, traffic traveling on S.R. 39 must route onto U.S. 36 where the S.R. 39 designation changes from Cross Street to Kentucky Street at U.S. 36. While S.R. 39 traffic is not especially heavy, travel can be difficult and backups can occur as S.R. 39 travelers must turn onto and off of U.S. 36 without the assistance of a traffic light.



Traffic on US 36 at peak hours can back up all the way through town.

INSERT THOROUGHFARE PLAN



THOROUGHFARE PLAN RECOMMENDATIONS

East/West Connections

One of the primary concerns of Danville residents is the congestion on U.S. 36. However, focusing on just one road cannot fix the problem. One of the main contributors to the heavy traffic on U.S. 36 is the lack of a better route. There is such a large number of cars on U.S. 36 because there is simply no other way for them to go. Transportation studies have recommended a bypass around town, but that may be detrimental to a downtown business district which would thrive on the free advertising of steady traffic. While the prospect of a bypass will be examined later, this plan also recommends alternative routes through town. These new roadways would create an option of east/west roads as opposed to requiring all traffic wishing to travel east and west to use Main Street/U.S. 36. These alternate routes would not be "advertised" like a bypass would be, but local residents would be aware of their existence and could avoid U.S. 36 during congested hours. Unfortunately, residential development makes it impossible to create roads that stretch completely from one end of Danville to the However. both 10th Street and C.R. 100N could be extended west to established residential Washington without dividing neighborhoods. Furthermore, to prevent similar circumstances in the future, this plan recommends connections along many of the county roads outside of town. If the town of Danville does grow to this extent, it would be wise to provide these connections before development makes it impossible.

Additionally, a few small modifications of the existing east/west network could provide small scale, short term solutions to the lack of connections through town: the connection of Lawton Avenue to Pitsboro Road, and the re-opening of the connection of East Broadway to Shady Lane. This connection would require weight limits on the bridge over the creek, to both protect the bridge and to keep heavy truck traffic (especially landfill traffic) out of the residential areas south of downtown. While it is important to limit curb cuts in order to reduce conflict points, all properties must be provided access.

North/South Connections

North/southbound traffic through Danville faces the same lack of connections as east/westbound traffic, although to a lesser degree. Again, existing development limits the construction of new roadways, but some of the areas on the outer edges of development may be able to provide those connections. First, if infill development is to occur in the area just west of the hospital, some connection should be made in that location between U.S. 36 and 10th Street to allow more than one access to the development. Second, in order to keep heavy industrial traffic away from town, an extension of C.R. 150E north to U.S. 36 is recommended for access to the proposed industrial site. Finally, just as with the proposed east/west connections, north/south connections currently outside town limits are recommended before additional development makes them impossible.

■ Upgrade Tennessee





North/south connections are especially important in the downtown area where congestion is the heaviest. An upgrade of Tennessee Street is recommended to handle more north/south traffic in order to take some of the pressure off of Washington Street. Removal of parking and striping of the street will be required to handle the additional traffic and to encourage traffic to use the street.

■ Changes to S.R. 39

INDOT is currently evaluating plans for moving the S.R. 39 designation from Kentucky Street to Mackey Road. This comprehensive plan suggests further realignment by extending Mackey Road north to intersect with S.R. 236. Such realignment would keep S.R. 39 traffic off of U.S. 36 and away from the most congested areas of town. A study should be conducted to determine the need for a traffic light at the intersection of U.S. 36 and the new S.R. 39 alignment if such a change were to occur.

Main Street

Although increasing the number of east/west connections through Danville will aid in reducing congestion on U.S. 36, some revisions will need to be made to the road itself. In 1996, R.W. Armstrong and Associates prepared a traffic operations study for Danville which addressed the congestion on U.S. 36. Several alternatives were suggested to handle the volume of traffic and reduce congestion. While this comprehensive plan agrees with the Operation Study's recommendation of left turn lanes, it supports doing so with the removal of as little parking as possible. Regardless of the alternative chosen by this plan, the operations study is far more scientific than the comprehensive plan, and its recommendations should be highly influential in the future of U.S. 36. However, even the study acknowledges that its solutions only reduce traffic congestion slightly, and only for a short time period. In order to reduce traffic on U.S. 36 in the long run, the east/west connections recommended in this thoroughfare plan must be put in place.

Downtown Parking

A common complaint in Danville is a lack of parking in the downtown. However, in many communities under similar circumstances, when parking studies are conducted, no lack of parking is found. It is instead a perception that parking is inadequate that causes a problem. Regardless of whether the problem is real or perceived, a downtown business district cannot succeed without shoppers, and people will not come downtown to shop if they think they cannot park. Thus, the first step for Danville is to conduct a study inventorying parking and monitoring its use. While a mini-inventory was conducted as part of the charrette process, a follow up study is needed. If the parking problem is indeed a real lack of available parking, Danville may wish to provide a public parking lot. Due to the historic character of the square, it is not recommended that this lot replace any existing structures. Instead, the areas behind buildings should be assessed for their availability to be paved and used for parking lots. Vehicular access to the lot(s) would be from side streets with pedestrian access available through well lit, paved and landscaped alleys. If, however, the parking problem is not a lack of spaces, but a perceived lack of spaces, the town will need to advertise the location of spaces through signage or by making pamphlets available that describe the results of the study and point out locations of downtown parking.









BYPASS CONSIDERATIONS

Before committing to a location for a bypass, a study should be conducted to determine its need. Congestion on U.S. 36 is a fact, but in order to alleviate it, the town must know where the traffic is coming from, and where it is headed. There are essentially two possibilities: traffic could be caused by people passing through town on their way to other locations in Hendricks County or on to Marion or Putnam Counties; or the traffic could be primarily local traffic that must use U.S. 36 due to the lack of another route through town. It is a general assumption that heavy weekend traffic is due to the fact that U.S. 36 is the most direct route to the parks and lakes in Putnam and Parke Counties from all points East. However, that does not explain the heavy traffic volume on weekdays. The 1990 Census data offers some insight into this mystery.

In 1990, only 30% of all employed Danville residents worked in the town of Danville. That means 70% of the workforce (1,474 people) were leaving town for work. Considering only about 10% reported carpooling, that left more than 1,300 cars driving in and out of Danville on weekdays. Most of that traffic accessed U.S. 36 at some point, and most of it did so during peak (rush) hours. Considering that the town's population has risen by 14.6% since the 1990 census, and unemployment has fallen, it can be assumed that there has also been a rise in the amount of traffic leaving town in the morning and returning in the afternoon. This number is likely close to 1,500 today. While there is no doubt additional traffic from the west side of the County traveling through town, a study of traffic patterns may show that local traffic constitutes the bulk of the traffic volume. While a bypass would be helpful in alleviating the rush of traffic from outside town, it would do little or no good in reducing congestion resulting from local traffic. Therefore, a thorough study must be conducted using current data to determine whether or not a bypass is something the town needs to consider.

Bypass Alternatives

■ In-Town or "Local Bypass"

Earlier in this section, the lack of East West connections was discussed. If a study shows the bulk of U.S. 36 traffic to be local, this is most likely due to lack of a better route. Traffic is only going to increase as population increases and alternative routes are not laid out. Making alternative East-West routes available to residents so they would not need to access U.S. 36 would greatly alleviate the problem by removing a considerable volume of traffic from Main Street. Proposals for locations of these routes can be found on pages 61-63 and on map #6 (page 60). Such routes would not be advertised as a bypass, but would be known to residents and could aid them in avoiding U.S. 36 during peak hours.

■ Hendricks County Plan

The county's plan for the road network does not include a bypass in the classical sense, but instead extends existing county roads to create a "loop" around Danville. This loop consists of extensions of C.R. 300 East and C.R. 200 North, S.R. 236 extended south to C.R. 200 South, and C.R. 200 South extended to C.R. 300 East. To





INSERT BYPASS MAP



direct traffic onto these routes, as opposed to through town, the "loop" could be advertised as alternate U.S. 36 and/or U.S. 36 through town could be known as Business 36. Because this alternative requires the extension of several county roads, it will likely take a long time to acquire the land and the funding and to complete construction. The county's plan gives no indication of a time table for any of these routes.

Bypass Placement

If it is decided that a bypass is the best solution to the U.S. 36 congestion problem, placement will be difficult. However, a possible location should be determined and reserved before development renders land unavailable. In designating a location for a bypass, the following items need to be considered:

- A roadway with a high volume of traffic is not characteristic of the residential area north of Danville, making placement difficult to the north.
- The location of the landfill makes placement difficult to the south.
- The railroad right-of-way has been suggested, but this location runs into problems were the railroad is elevated or depressed. In these areas, cost measures may require that the bypass deter from the railroad right-of-way, possibly traversing already developed land.
- If the bypass is placed too far out of town, it may be considered too inconvenient. People currently use U.S. 36 because it is a direct route. Given the option of taking a longer way around, drivers may choose to use U.S. 36 through town anyway. Furthermore, a bypass located outside of town would not be used by local traffic at all.
- Development of a bypass could hurt the downtown area. Commercial uses tend to locate in close proximity to their customers. If traffic is removed from town, the commercial uses will most likely follow. This could ruin the prospects of a renewed retail sector downtown.

All these things considered, the possible locations for the placement of a bypass are as follows.

■ Alternative 1: Along railroad right-of-way

It was suggested in the charrette that a bypass be placed along the railroad right-of-way south of Main Street. This location would be advantageous in that it is not so out of the way as to be avoided, and it places the new road away from the primarily residential areas. However, as good as this alternative looks on paper, there are some complications. Existing topography in this area makes it a little more difficult than it appears on a flat piece of paper. Railroad beds are built at a relatively constant grade, meaning they do not follow the topography of the land. The railroad line in Danville crosses some great changes in topography, and in order to remain level, must cross large bridges and cut through ravines. Two possibilities exist for the completion of this alternative. First, the road could make use of railroad right-of-way and thus run along side the tracks at the same grade. This possibility would require a large bridge over the creek in the Twin Bridges area, and a possible widening of the ravine where the tracks run just south of Lincoln. Furthermore, railroad right-of-way is generally only 50 feet wide on either side of the track, and is therefore not wide enough for a four lane bypass. Thus, it would require some acquisition of additional land beyond





the railroad bed. The second option would be to allow the road to follow the topography of the land just south of the railroad tracks. This would allow a less elaborate creek crossing, but would run into problems where it traversed developed properties, the most notable being the new Twin Bridges Golf Course. A cost analysis would be very important in determining the feasibility of placement of a bypass along side the railroad.

■ Alternative 2: South of the landfill

Problems to the south mainly revolve around the landfill. Landfills are relatively unstable for building on and are not recommended for roadways. Thus, the closest to town the bypass could be constructed would be just south of the landfill. A possible location may be found between the southern extent of the landfill and the Arts Center. The second problem is reconnecting the bypass to U.S. 36 west of town. This connection must be far enough west to avoid placing the highway near the schools. Such a route so out of the way may be considered too inconvenient for users and may be avoided. Another concern with placing a bypass around the landfill is the image it may portray of Danville for those bypassing the town. They will be exposed only to the landfill and not to the town itself, possibly leaving them with a poor impression.

■ Alternative 3: North of town

Construction of a bypass to the north of town will require a complete bypass of town limits to avoid conflicting with existing development. Not only do the locations of existing Danville subdivisions need to be avoided, but there are several unincorporated subdivisions that need to be considered. Quail Run, Northridge, Raywood Estates, and Gailcrest as well as the large tract of incorporated land north of C.R. 100N that is zoned R-1 are all obstacles in the placement of a bypass to the north of town.

■ Alternative 3.1

One possible form the bypass could take is that of the typical town bypass: a continuous "arch" diverting from the main route at some point prior to the town limits and then rejoining with the main route on the other side of town. This would involve constructing one continuous thoroughfare that would be aligned somewhere north of C.R. 100N and would converge with U.S. 36 at two points: one to the east and one to the west of town. See Map #6 for a graphic depiction of this alignment. However, such large scale construction is costly and would require acquiring a large amount of private land.

■ Alternative 3.2

To limit the cost and the amount of private land that must be acquired, the second possible alignment of a north bypass makes use of some existing roadways. Under this alignment for the bypass, a new road would be constructed to divert traffic around town, but instead of beginning and ending at U.S. 36, this route would be accessed from U.S. 36 by existing roads. This would cut down on costs and amount of new construction, but would not be as direct. However, this may render it too confusing or inconvenient for motorists.

While the bypass to the north avoids the problems of the landfill and existing development as well as some of the more problematic topography changes, it does





have negative aspects as well. As with the southernmost route, the northern alignment may be too far out of the way and therefore considered inconvenient. Further, it runs into conflicts with future expansion of the town. The northern part of Danville is a quiet residential community and has become a very popular location for new single family development. However, with the placement of a bypass right in its midst, it may curb further expansion. Similarly, it may serve to hurt the value of the adjoining property for future residential development and instead make it attractive to incompatible vehicle oriented commercial uses. The impact of a high volume roadway goes beyond just traffic and noise, it tends to bring with it a new character and new land uses beyond the extent of its actual placement. This is an issue that must be considered regardless of the location chosen by the town.

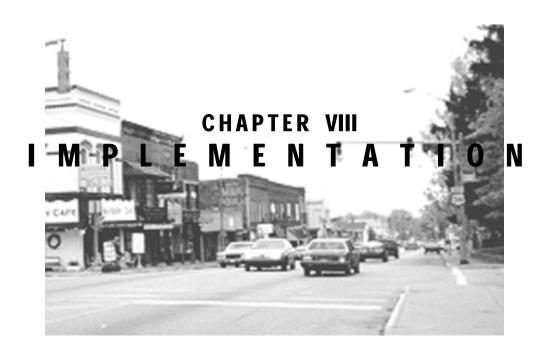
Further Considerations

No matter which route is chosen, the town must begin a bypass corridor feasibility study as soon as possible. This study must first determine the need for a bypass based on existing traffic patterns, and must also identify possible routes, the costs involved, and any environmental and economic impacts. Under the INDOT programming process, such a report must be conducted before the bypass will be considered for state funding. The Traffic Operations Study conducted for the Town of Danville in 1996 further estimates that the process of planning and funding will take at the minimum 5 to 8 years following the submittal of the feasibility report. This assumes that there is strong community support, no environmental constraints, strong political support from the state, and adequate funding. With all of these factors taken into consideration, the process of constructing a bypass for U.S. 36 is likely to be a lengthy one. Thus, if it is indeed desired and deemed necessary, the town should begin as soon as possible.

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¹ Source: Town of Danville Traffic Operations Study conducted December 31, 1996 for the Town of Danville by R.W. Armstrong and Associates, Inc.





IMPLEMENTATION STRATEGIES

In order for a Comprehensive Plan to be successful in determining the future growth of a town, it must be implemented. The plan itself is merely a vision, and it takes action to accomplish any task. Therefore, this chapter lays out specific actions for the town to take in order to make the most of its comprehensive plan. It is important to realize that, although the plan is intended to incorporate twenty years of growth, those twenty years begin the moment the plan is adopted. Therefore, the procedures listed below must be accepted as the town's "strategy" as soon as the plan is adopted. The steps in this strategy include:

- Intergovernmental Agreements
- Annexation Plan
- Historic District Regulations
- Capital Improvements Plan
- Standards for Multi-Family Housing
- Ordinance Updates
- Bypass Corridor Study
- Downtown Revitalization Plan
- Parking Study
- Regular Reviews and Updates of the Comprehensive Plan

Intergovernmental Agreements

Danville's growth over the next twenty years is expected to exceed the town's current boundaries. However, Danville does not have jurisdiction over any land outside of town limits, making it difficult to control development in these locations. For this reason, it is important that agreements be made between Danville and the County and between Danville and Avon in order to give Danville some influence in what happens in these areas. While the town will not be able to control the future development in these areas, it is important that Danville's desires for the land within its planning boundaries be expressed to those who do have the decision making powers. The agreements that should be made between Danville and other town officials are as follows:

- The towns of Danville and Avon should select an agreed upon "buffer area" in which both towns would agree not to develop should the area become part of their town. By leaving a buffer area for agriculture or open space, the two towns can interrupt the string of development, ensuring that the two do not become indistinguishable from each other.
- The Town of Danville and Hendricks County should set up a system of project review for county projects. Such a system would allow town staff members to assist in the review and acceptance of any development within the town's planning area but still under the jurisdiction of Hendricks County. This is especially important in the review of residential subdivisions or major commercial uses to ensure that they meet the standards desired by the town as they can be expected to one day be annexed.



Annexation Plan

Because there is not enough land within town boundaries to contain the expected growth over the next twenty years, future annexation is inevitable. It is important to note that while a comprehensive plan shows the areas proposed for annexation, it does not serve the purpose of a fiscal plan for annexation. A separate annexation plan should be prepared for the town, and must include the following:

- Cost estimates of planned services
- Method or methods of financing those services
- Plan for organization and extension of those services

It was noted earlier in this plan, that the town needs to focus on infill development before adding to its outer edges. This will slow the expansion of the town and the process of "urban sprawl" by keeping development close to the core. Some of the areas designated for infill development by this plan are within unincorporated "pockets" of land surrounded by the incorporated areas. These not only deny the town jurisdiction over land that is essentially within its limits, but also provides confusion in terms of fire and police services. For these reasons, the first areas recommended for annexation are those which are essentially surrounded by incorporated areas. Other areas of high priority include a buffer of land between Avon and Danville to become permanent agricultural or open space, and the land between town and the proposed airport in order to take advantage of the commercial/industrial uses that are likely to develop there.

Historic District Regulations

Danville is rich in historic resources, but under current ordinances, the town has no way of ensuring that those resources will remain for future generations. Especially unique to Danville is an intact historic square. Many small Indiana towns have failed to preserve this part of their heritage and have created holes in the streetwall for parking lots and modern buildings. If no effort is made to protect these buildings, the same fate may await Danville's town square. To ensure this does not occur, the town needs to protect these and other historic structures with a local preservation district. Declaring a preservation district will also require an ordinance specifying design standards and a review process necessary for all rehabilitations, infill development, and demolitions.

Capital Improvements Plan

A capital improvements plan should be developed that sets spending priorities based on the new comprehensive plan. This is especially important considering the number of roads, sidewalks, and bike trails proposed. An agenda for their funding and completion should be set as soon as possible so that improvements can get underway.

Standards for Multi-Family Housing

Earlier in the report, the importance of additional multi-family housing was addressed. That discussion included the suggestion of controlling this type of residential use with some standards for its development. While the actual establishment of these





standards and the addition of them to legal ordinances is at the discretion of the town leaders, the following points are suggested for inclusion in those standards:

- Developments should be spaced throughout the community. One suggestion is that no development should be built less than one half mile from another multifamily development.
- The maximum number of units allowed should be set at around 150 units per development.
- All large multi-family developments should be located on a secondary arterial street.
- The maximum dwelling units per acre should be about ten.
- Design standards and requirements for certain amenities (pool, tennis courts, health clubs, etc.) should be devised and enforced.

While these are simply suggestions, they are an introduction to a set of standards that will help the town welcome multi-family housing while regulating its influence on the character of the town.

Ordinance Updates

The comprehensive plan itself is not legally binding, and is therefore not enforceable by law. Therefore, while it serves as an effective tool for plan commission evaluations, it offers no guarantee that its suggestions will be followed. The most useful way of enforcing a comprehensive plan is through local ordinances. By updating the these ordinances and bringing them into conformity with the comprehensive plan, the town has a powerful tool for making its vision a reality.

Bypass Corridor Feasibility Study

The importance and contents of this study are explained in the transportation section of this plan. This study must be completed before the state will consider the request for a bypass around the town.

Downtown Revitalization Plan

The proposal for a revitalized downtown was briefly discussed earlier in this report, but because it is vital to the character of the town and was one of the most important concerns of public meeting attendees, it deserves more attention. There are essentially two purposes to bringing new life to Danville's downtown. First, it is part of what people identify with Danville. It is a part of its history and its image, and because it is along the main thoroughfare through town, it is what visitors and passers-by see. A deserted, unlively downtown with half-vacant buildings and unattractive storefronts is not the image the town wishes to portray. Second, the downtown can be an important component of the town's commercial base. The character of the square lends itself to the possibility of a unique retail district. The details of such a district are discussed in the land use plan section of this report. What needs to be addressed in this chapter is how to accomplish such a change. One important component is the appearance of Streetscape improvements are currently underway which will greatly enhance the attractiveness of the district. However, equally important to aesthetic attractiveness is the ability to attract a customer base. No matter how picturesque the street looks, if there are not stores and entertainment uses worth visiting behind the





exteriors, the sidewalks will remain empty. Downtown Danville is comprised mostly of office establishments which do not create a lively downtown. However, these uses are important and are located on the square because of the close proximity of the county court house. One approach used by other towns in similar situations is to offer incentives for offices to move to upstairs floors, leaving the ground floor for retail. Both Greencastle and Noblesville, Indiana have implemented this type of program.

Revitalization of the downtown will require a comprehensive program of streetscape and facade improvements, parking, historic preservation, an opening up of ground floors for retail, and funding. The suggestion of this comprehensive plan is that the town of Danville take part The National Main Street Center of the National Trust for Historic Preservation. This program provides support to cities and towns who are revitalizing or restoring an historic commercial area. The program offers assistance in both historic preservation and economic development, and would be a great resource for the Town of Danville as it seeks to revitalize its core area. More information is available by writing the Center at:

 National Main Street Center of the National Trust for Historic Preservation 1785 Massachusetts Avenue, NW, Washington, DC 20036

Or by calling:

(202) 588-6219

Parking Study

The need for a parking study is addressed in the transportation section of this plan. This study is especially important in the context of the downtown revitalization. More customer based uses downtown will require more parking, and it will be necessary to determine the need for additional parking and possible locations.

Regular Reviews and Updates of the Comprehensive Plan

Finally, as the town grows and changes, so too should the Town's comprehensive plan. It is important for towns to review the plan as often as 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 in the predicted growth rates (both demographic and economic) and the actual growth rates
- Requests for amendments to the comprehensive plan, and if there is an emerging pattern of requested changes

The predictions in this comprehensive plan are intended to depict the town's composition and growth in the year 2018, but the plan should not expected to be valid for the next twenty years without updates.